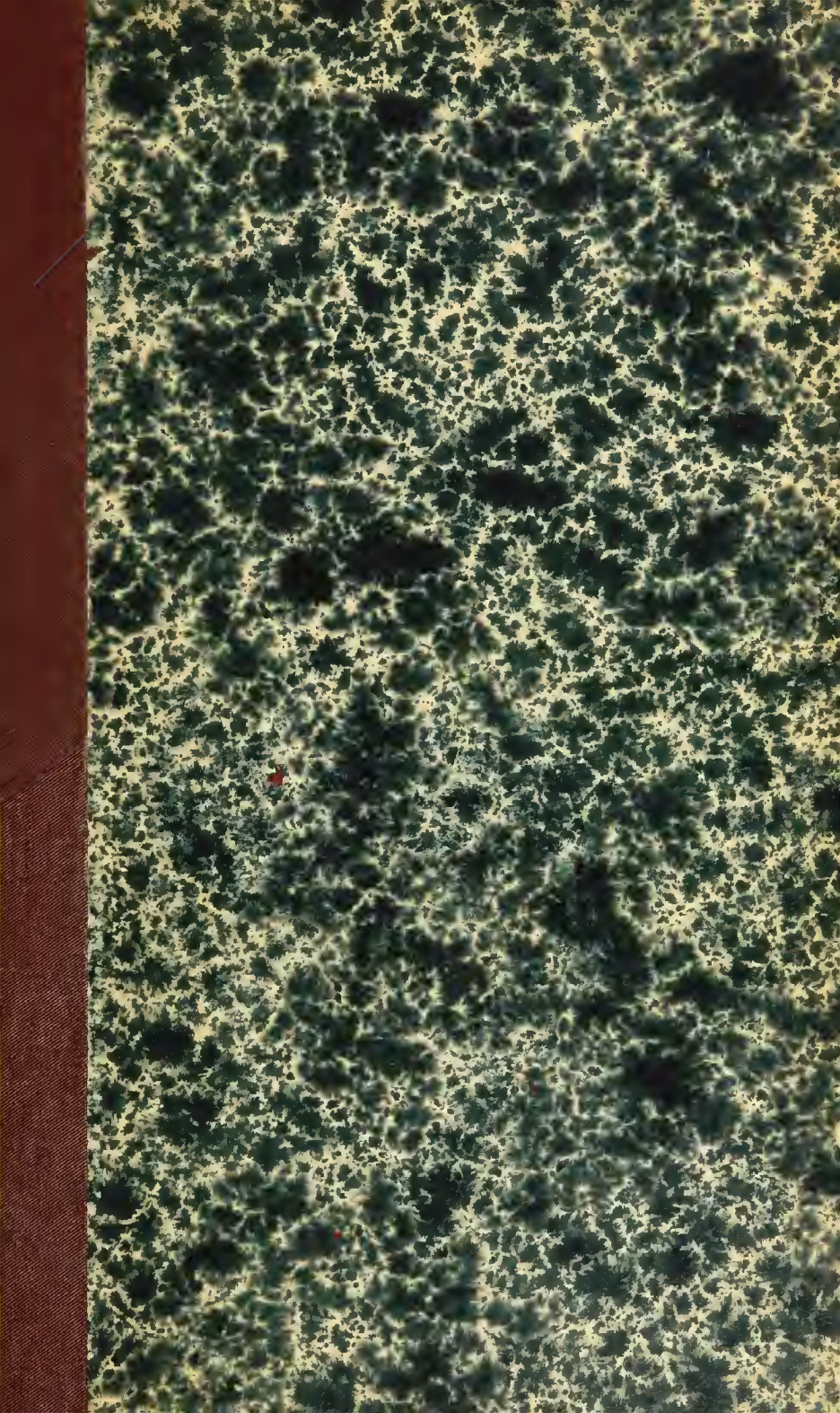
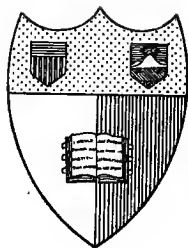




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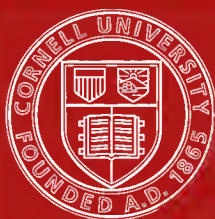
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STATE OF NEW YORK

REPORT

OF THE

NEW YORK STATE FOOD
COMMISSION

For Period October 18, 1917, to July 1, 1918

With supplementary report for four months
ending November 1, 1918



ALBANY
J. B. LYON COMPANY, PRINTERS

1919

NEW YORK STATE FOOD COMMISSION

JOHN MITCHELL, *President*, New York City

CHARLES A. WIETING, Cobleskill, New York

ALBERT R. MANN, Ithaca, New York

Albany Office—205 State street,
Albany, N. Y.

Secretary of Commission—Charles
H. Betts

Auditor and Accountant—Charles
A. Scott

Assistant to the Secretary—A. M.
Loomis

Bureau of Production

Director—Calvin J. Huson

Assistant Director—H. E. Cole

New York City Office—6 West 57th
street, New York City

Assistant Secretary to Commission
—Clarence Schmelzel

Secretary to the President—Her-
schel H. Jones

**Bureau of Distribution and Trans-
portation**

Director—Cyrus C. Miller

Assistant Director in charge of Di-
vision of Distribution—George L.
Bennett

Assistant Director in charge of Di-
vision of Trade Organization—
Floyd W. Fiske

Assistant Director in charge of Di-
vision of Complaints—Philip A.
Johann

Bureau of Conservation

Deputy Director in charge of New
York City district—Dr. Mary
Schwartz Rose

City Leader, Miss Day Monroe

Publicity Bureau

Director—Augustin McNally

Counsel

Deputy Attorney General—Charles
P. Robinson

Deputy Attorney General—Samuel
A. Berger

Food Council of Greater New York

Executive Secretary—Isaac H.
Klein

Ithaca Office—State College of Agri-
culture, Ithaca, N. Y.

Bureau of Conservation

Director—Howard E. Babcock

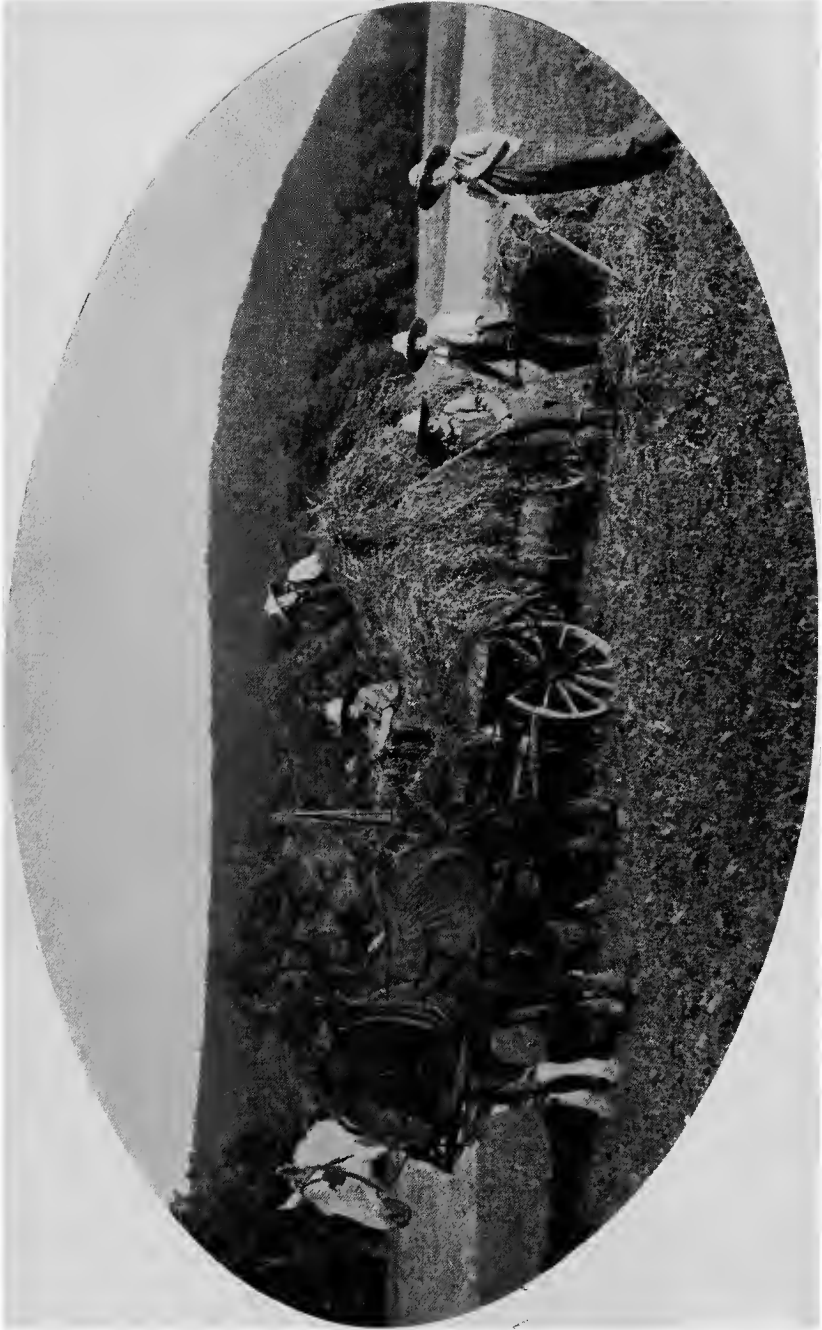
Buffalo Offices

*Bureau of Distribution and Trans-
portation*

Assistant Director in charge of
Buffalo Office—John Grimm,
Jr.

Bureau of Conservation

Buffalo Thrift Kitchen



FOOD COMMISSION CALLS WOMEN TO FARM LABOR.
Girls of Cornell Farm Unit Women's Working Reserve at Work in Hay Field.

STATE OF NEW YORK

REPORT

OF THE

NEW YORK STATE FOOD
COMMISSION

For Period October 18, 1917, to July 1, 1918

[which succeeded the New York State Food Supply Commission.]

With supplementary report for four months
ending November 1, 1918



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THE CREATION OF THE STATE FOOD COMMISSION AND FORMATION OF THE FEDERAL FOOD BOARD

In response to the call of Governor Charles S. Whitman the Legislature of New York State met in special session in the summer of 1917 for the purpose of establishing more adequate machinery for dealing with the increasingly serious food situation. The problem was not distinctly a State problem. It was rather national and international. But New York State could not fail to be prepared not only to serve its own citizens in any food emergency that might arise, but to aid the Federal government in carrying out any program of food production, conservation or control that might prove necessary to the feeding of the people of the countries associated with us and to the winning of the war. It was the intent of the Governor and the Legislature to mobilize the resources of the State for the maximum service to the nation in respect to food, by the creation of a small commission with full control over all State activities in this field, with adequate appropriation and with regulatory power co-ordinated with that of the United States Food Administration.

The result of this special session of the Legislature was the passage on August 29, 1917, of the act providing for a New York State Food Commission to succeed the former State Food Supply Commission and appropriating for the use of the new commission \$1,000,000 and the unexpended balance of the old commission's appropriation, amounting to about \$300,000. The new commission, appointed by the Governor and approved by the Senate, consisted of three members: Mr. John Mitchell, president; Dr. Jacob Gould Schurman¹ and Mr. Charles A. Wieting, each of whom serves without compensation. A secretary and "such inspectors, experts, assistants and employees as may be necessary for the exercise of the powers and performance of duties conferred or imposed upon the Commission" were provided for, the compensation of such officers and employees to be

¹ Dr. Schurman resigned May 31, 1918, to go to France for the Y. M. C. A. and Dean Albert R. Mann of the State College of Agriculture, Cornell University, Ithaca, N. Y., was appointed to succeed him.

fixed by the Commission within the appropriation made therefor, subject to the approval of the Governor. Mr. Charles H. Betts of Lyons, N. Y., was appointed secretary of the Commission.

The new Commission held its first meeting on October 9, 1917, and formally took over the offices, employees and equipment of the old Food Supply Commission on October 18, 1917. At the outset the attention of the Commission was directed toward acquiring a clear understanding of its functions and its relationship to the food administrative work of the Federal government. The law creating the Commission, although containing provision for licensing of dealers in food commodities, and giving the Commission power to make rules governing them, states that this authority shall not be exercised in duplication of or in conflict with licenses or regulations issued by the Federal Food Administrator.

Conferences with Mr. Hoover and other officials of the United States Food Administration resulted in assurance from them that the Commission would become the arm of the Federal Food Administration within the boundaries of New York State, and the Commission took up the task of organizing a department to do this work. In accord with the general plan followed throughout the country, the United States Food Administration appointed a Federal Food Administrator for New York City, Mr. Arthur Williams, and a Federal Food Administrator for Up-State New York, Mr. Charles E. Treman of Ithaca. It soon became apparent both to the Commission and to the two Federal administrators that a definite working agreement clarifying the relationship of the Federal and State food control agencies and co-ordinating their activities was essential. The inevitable confusion in the minds of the public and what appeared to be overlapping of functions continued for several weeks during the process of adjustment finally resulting in an agreement² uniting the State Food Commission and the two Federal Food Administrators into a Federal Food Board for New York State, composed of five members. The president of the Commission was made chairman of the new board.

The problem of co-operation then became merely one of details.

² This agreement is printed in full in Appendix I of this report.

The accumulation of work and the pressure of demands for regulation to meet the increasingly serious food situation in New York City made necessary the building up of an organization in the quickest possible time. The American Society of Civil Engineers temporarily loaned its entire building on Fifty-seventh street in New York City to the United States Food Administration and the offices of the Federal Food Board and the State Food Commission were established together there.³ The office in Albany is technically the main office of the Commission and the work of aiding and stimulating farm production is centralized there. An office was also established at Ithaca, N. Y., primarily as the headquarters for the Bureau of Conservation, which works through local representatives in various cities throughout the State.

Before the formation of the Board, the State Food Commission had created three bureaus to carry on the three principal lines of work involved in food administration, that is, work having to do with production, with distribution and transportation, and with conservation.

The Bureau of Production, which is concerned with aiding and stimulating farm production of foods in New York State, in order that the supply for shipment to Europe and for feeding our own people may be maintained, was placed under the direction of Mr. Calvin J. Huson, formerly Commissioner of Agriculture of New York State.

The Bureau of Distribution and Transportation has supervision over all processes in the handling of foodstuffs, from the time they leave the hands of the producer until they reach the consumer. As director of this bureau the Commission appointed Mr. Cyrus C. Miller, former president of the borough of the Bronx, who as Chairman of Mayor Gaynor's Market Commission had made a thorough and exhaustive study of food market conditions in New York City.

Professor Howard E. Babcock was selected as Director of the Bureau of Conservation and placed in charge of all activities

³ The New York City offices of the Federal Food Board and the State Food Commission were moved on August 1, 1918, to 6 West 57th street where they occupy five floors of a new office building.

having to do with education in the methods of preparing foods, using substitutes and saving those commodities of which there is a scarcity. For this work he is eminently qualified by virtue of his experience in the organization of educational work throughout the State, as director of farm bureaus for the State Agricultural College.

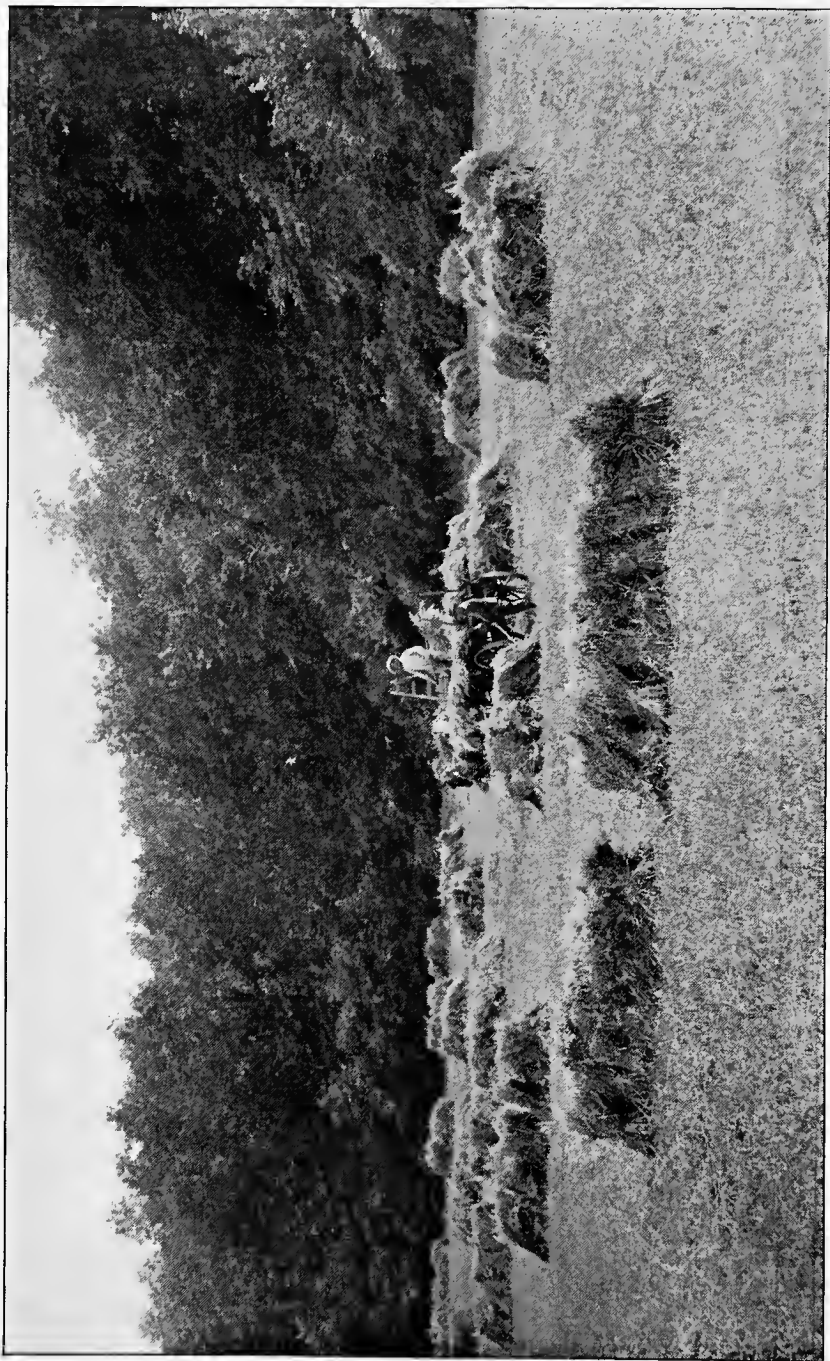
These three bureaus, in the initial stages of organization at the time the new Board was formed, were taken over by it. All duplication was avoided, all activities coordinated by making the State Food Commission and the Federal Food Board one organization throughout, except in fiscal control and in certain lines of activity related wholly to the one or the other.

In the handling of the food problems of this State, the resources of state and federal governments are completely pooled. As rapidly as possible the United States Food Administration took over the burden of expense of the activities distinctly federal and the greater freedom allowed in the expenditure of federal funds added much to the speed and flexibility with which the new organization was developed.

In addition to the various divisions coming under the three main bureaus above mentioned, other bureaus and administrative units proved necessary. Among these were a Bureau of Publicity, a Bureau of Licenses, a Counsel, and a Library and Statistical Division. The constantly changing food situation and consequent problems of regulation have required continual changes in organization. The joint organization of the two departments, not including county administrators, grew from approximately 150 on January 1st, 1918, to 350 by June 30th.⁴ A full descriptive outline of this joint organization is given at the end of this report.⁵

⁴ On September 1, 1918, the total number of employees of the Federal Food Board and the State Food Commission had increased to 501, of which 176 were new employees on the Federal payroll taken on to assist in the handling of sugar distribution.

⁵ See page 84.



FARMERS MEET DEMAND FOR INCREASED PRODUCTION.
New York State Produced Largest Crop of Oats in Its History in 1918.

PRODUCTION

The problem of increasing production of foodstuffs within the State of New York was recognized by the State Food Commission at the outset as the most fundamental one with which it has to deal, although not the most immediately pressing at the time the Commission was organized. The function of the State Food Commission is distinct from that of the permanent State Department of Agriculture, and other state agencies concerned with helping the farmer to develop better methods of agriculture and protecting him from malpractices. Its task is to bring about greater production of those foodstuffs most vitally needed for the countries associated with us and for our own people during the period of the war.

Progress had been made in this direction during the season of 1917. The response of the farmers to the appeal to grow more food was very generous and patriotic. Production was greatly increased but many farmers suffered financial loss because of weather conditions, lack of sufficient farm labor and increased cost of farm operations. It was even claimed that a considerable amount of foodstuffs had actually been wasted because of lack of labor to harvest it, and the fear of farm labor shortage in the minds of the farmers promised to be the greatest hindrance to the necessary increase of production in the 1918 season.

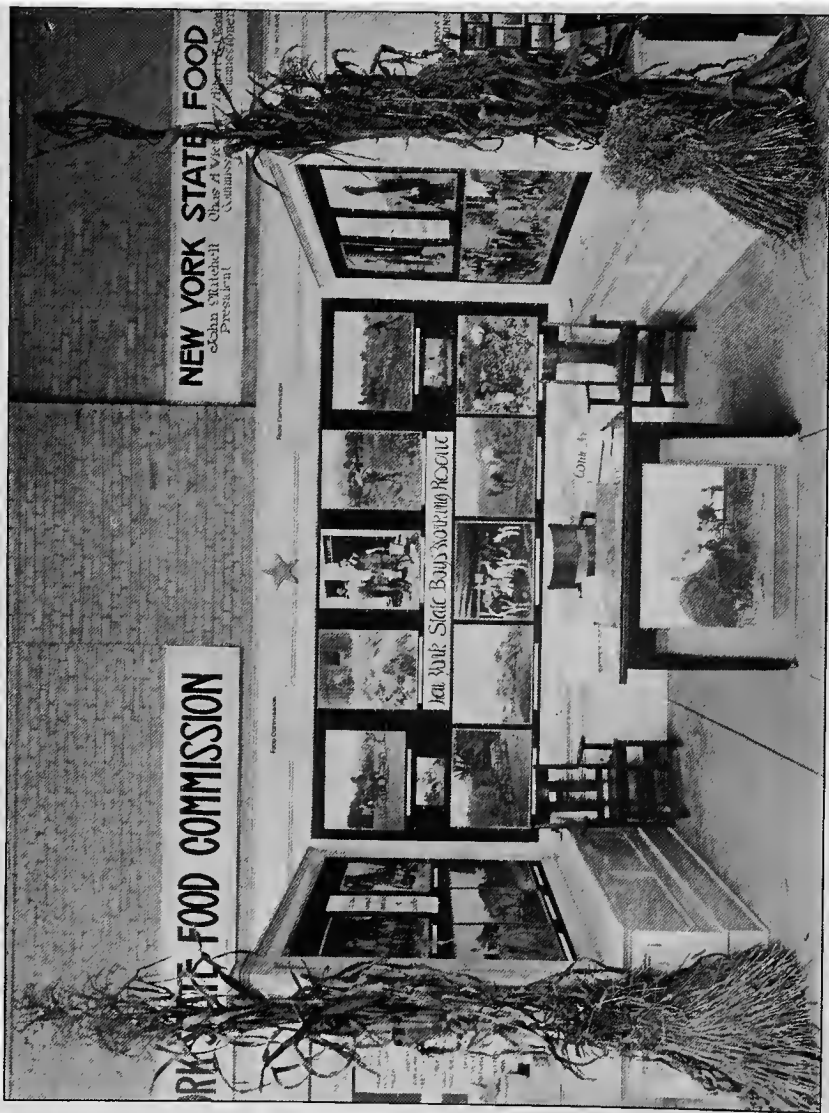
The appointment of the President of the State Food Commission as member at large of the Council of Farms and Markets, and his election as President of that body, made easy the coordination of the production activities of the Food Commission with those of the former Department of Agriculture and the former Department of Foods and Markets, which were consolidated under the new Department of Farms and Markets. The new Farms and Markets Council, immediately after its organization, formally placed at the disposal of the State Food Commission, its entire department. The routine and regulatory functions of the divisions of the Farms and Markets Department had, of course, to be continued, but all the information and resources of this Department were made available to the State Food Commission.

Methods of Meeting the Farm Labor Situation

The first step taken toward improving the farm labor problem was to bring the seriousness of the situation before the Secretary of War, with the suggestion that young men engaged in essential farm work be exempted from draft for military service until the next season's crops had been harvested. As a result of this, and similar appeals from other parts of the country, necessary farm laborers were given deferred classification in the draft examination.

Conferences were then held between the Director of the Bureau of Production, the Director of the Bureau of Conservation, and the Director of the Bureau of Employment of the State Industrial Commission, for the purpose of developing a comprehensive plan for recruiting, selecting and distributing all the available farm labor during the next season. As a result of these conferences, action was taken by the Food Commission providing for the employment of 30 men farm labor specialists to work in conjunction with the State employment offices and the county farm bureaus in cities centrally located to agricultural districts. The United States Department of Agriculture also agreed to employ 30 additional men to work on farm labor placement in conjunction with the farm bureau managers, their actual expenses in connection with furnishing farm labor to be paid by the State Food Commission. This plan establishes a complete machinery for selecting and distributing persons who desire or can be persuaded to go on farms throughout the entire State. A local office for this purpose was opened in practically every county of agricultural importance, and the offices in large cities are particularly equipped to direct men, who have had farm experience, to agricultural employment. The entire system of farm labor distribution became a part of the Employment Bureau of the State Industrial Commission, which has already been working in this field for several years, and which has developed efficient methods of centralized control, communication and reporting.¹ Thus duplication of public effort, such as existed to some degree during the last season, is avoided.

¹ With the creation of the new United States Employment Service by act of the President on August 1, 1918, the State Employment Service became a part of the national system.



NEW YORK STATE BOYS' WORKING RESERVE.

Exhibit at State Fair, September, 1918, Showing Results of Work of New York State Food Commission Campaign for Enlisting City Boys for Farm Labor.

The New York State Boys' Working Reserve

The recruiting of boys under draft age for special summer work on the farms has been given especial attention by the Commission. The experiment of sending boys from city high schools to farms in the summer of 1917 proved, on the whole, successful. As the United States Boys' Working Reserve, under the United States Department of Labor, proposed to work this year through the New York State Food Commission, the Commission decided to create a Bureau of New York State Boys' Working Reserve, to be affiliated with the federal organization. Commissioner Henry D. Sayer of the State Industrial Commission was appointed by the State Food Commission as Director of the Bureau, to serve without compensation. The State Food Commission set aside \$50,000 of its appropriation to meet expenses involved in the transportation of the boys to the farms where they would be employed, and other necessary expenses of the Bureau. Mr. Charles B. Barnes, Director of the Bureau of Employment of the State Industrial Commission, Dr. George W. Edwards, Zone Director of the United States Boys' Working Reserve, and Frank A. Rexford, Director of Boys' Service for the New York City Department of Education, were appointed assistant directors of this Bureau.²

The cooperation of various state and local agencies is making it possible to develop the use of boys on farms to a greater extent than ever before. The State Department of Education had the school principals enroll boys before the end of the school term and agreed to release both boys and girls from school attendance for work on farms, under supervision approved by its own district superintendent. The Board of Education of New York City appropriated early in March \$19,000 to provide assistance in replacing and supervising boys enlisted in the State Boys' Working Reserve. The boards of education of Rochester, Buffalo, Syracuse, Albany, Utica and Binghamton provided men to organize boy labor in the schools of these cities. The farm bureaus are procuring applica-

² For purposes of administration the state was later divided into five zones with headquarters respectively at Buffalo, Rochester, Syracuse, Albany and New York City. Supervisors were appointed to have charge of the work in each of these zones and Mr. Rexford was designated as Chief Zone Director and put in active charge of the work for the entire State. His services are loaned by the New York City Board of Education.

tions of farmers desiring boys, placing such applications in the hands of school principals in their counties and aiding the principals to place boys on farms. The executive committee of the farm bureau association in each county was created by the Food Commission as a war production committee, and given responsibility for the supervision of the boys sent to its community for farm work. The State Bureau of Employment acts as a clearing point for the registration and placement of boys on farms, cooperating with the farm bureau agents and the school authorities. The State College of Agriculture and the secondary agricultural schools of the State give the boys preliminary training before they actually become employed on the farms. The Young Men's Christian Associations throughout the State are aiding in the enlistment of boys.

A circular of information describing the various organizations cooperating in the movement and the procedure of enrollment from the standpoint of the boy, the farmer, the school and the public authorities, has been extensively distributed among the schools, farm bureaus and libraries. At the solicitation of the Director of the Boys' Working Reserve, the Governor issued a proclamation on March 14, 1918, calling on all young men and boys of the State, between the ages of sixteen and twenty-one, who were not otherwise engaged in productive labor, to enroll in the Reserve. The week of April first was set aside as the official time for enrollment and a drive made to procure a large number of boys willing and able to perform farm work.

The boys responded enthusiastically. Although the farmers were justly skeptical in some parts of the State and were slow to take advantage of the opportunities for securing boy labor, by the end of June, 6,896 placements were effected.³ These boys came from homes distributed in the five zones as follows:

Albany Zone	1,053
Buffalo Zone	835
New York Zone	2,749
Rochester Zone	1,316
Syracuse Zone	943
Total	6,896 (as of June 30, 1918)

³ On September first, 13,500 boys had enrolled and 12,191 placements had been made.

The number of cases of dissatisfaction on the part of boys or farmers is less than one per cent. A complete report on the Boys' Working Reserve cannot be made at the close of this fiscal year but it has already unquestionably demonstrated the value of boy labor to the farmer.

Women Farm Labor Specialists

The appointment of eight women farm labor specialists to recruit women for farm work was a new feature added this year by the State Food Commission to the machinery for meeting the farm labor shortage. The function of these women farm labor specialists is not only to secure women to go to farms, but to show the farmers how they can employ women and to see that the women are placed under proper conditions.

It was recognized that the United States, like England, would be forced to call upon its women to help in food production. But it was also felt that if the women were drawn into this work, as they would be inevitably, their employment should be fully safeguarded in respect to physical strain, hours of labor and living conditions.

These eight women were assigned to carry on this work through the offices of the State Employment Bureau, of the State Industrial Commission in Buffalo, Rochester, Syracuse, Binghamton, Albany and New York.

As a result of an experiment conducted in 1917 by the Committee on Agriculture of the Mayor's Committee of Women on National Defense, of New York City, in cooperation with the State Employment Bureau, definite standards were decided upon; namely that no girl under 18 years of age should be registered, that every woman must pass a physical examination, and that every place of employment must be inspected. An eight hour day was set as a standard, with a maximum of 54 hours weekly to allow for necessary over-time due to weather conditions.

The success of the movement so far may be judged from the fact that by June 30th, 1918, calls had come from farmers for 4,288 women for farm work; 3,324 women had been registered, and 984 were actually placed at work, while several large units were planned to begin work in the early part of July. About two thirds of the 984 women had been sent to work on general and

truck farms. It may be of interest that in New York City, by July 1st, 510 women had been placed in farm work, as compared with 603 men.

A large proportion of the women registered were college girls, teachers, stenographers, clerical workers, saleswomen, and a few industrial workers.

The aim in recruiting was to draw into this seasonal summer work all women otherwise unemployed at this period. They represented the best types, women who were able to take up this strenuous work in a fine spirit and to stick to it because they were needed.

Practically all the women were sent out on the unit plan, each unit in charge of a responsible supervisor. A few women were sent out singly, such as women to work on dairy farms, women to drive tractors, to care for poultry, or to work as "general farm hands."

The largest number, however, was sent out in groups. According to the unit plan, a group of women live together in a centre, and work on one farm or on several. This plan relieves the farmer of all responsibility for their food and social conditions.

In the case of practically all the units organized by the women farm labor specialists, the expenses of providing proper housing and furnishings, as well as transportation, has been met by the farmers. The aim has been to make the units self-supporting. The farmers pay the workers directly, who share their living expenses on a cooperative basis. In addition each worker contributes 50 cents a week toward the wages of a cook and a supervisor. The girls assist with cleaning and dish washing. The weekly expenses including the 50 cents for the cook and the supervisor, vary in different units from \$3.00 to \$4.50, according to the locality. The supervisors are given assistance by the farm labor specialists in planning the housekeeping arrangements, buying of supplies, and in planning of meals, in order to keep the cost as low as possible.

Women have been sent to work on truck farms, at planting, hoeing, weeding and gathering, on dairy farms at milking and caring for stock, at berry picking, cherry picking, and at general farm work. Farmers throughout the State, from Buffalo to

Long Island, have called upon the office to supply women. Two women were sent to a large dairy farm in Vermont; a unit of 60 women was organized by the New York office for a truck farm in New Jersey, said to be the largest in the world. An up-to-date general farm in New Jersey has a unit of eight women. The Rochester office organized a unit of 150 girls, for a large cherry orchard. The unit was made up chiefly of college girls, the housekeeping to be done by the domestic science department of Mechanics Institute.

The offices have also placed several hundred women in units, especially on Long Island, organized under the auspices of the Women's Land Army of America.

The wages vary according to locality and kind of work. In berry and fruit picking, the pay is by the quart or pound. In general farm work and on truck farms, the pay is by the hour or day, varying from \$1.50 to \$2.00 a day, and housing. In some parts of the State, the women are averaging \$25.00 to \$30.00 a month, after all expenses are paid.

A brassard has been given each woman sent out, announcing that she is a member of the "New York State Women's Farm Labor Reserve." This has become a much prized souvenir of the summer work.

Both employers and workers so far have been most enthusiastic about the experiment of the Commission. Employers skeptical at first, have become warm advocates when they have been induced to try this new kind of labor, and have found that what a woman may lack in strength is often made up in her interest and intelligence. The farm bureaus and granges as well as the farm labor specialists, throughout the State, have given splendid support and have had a great share in making the experiment a success, and pointing the way toward an increased force to carry on the work another year, when it will no longer be an experiment but a recognized part of the food production machinery in every section of the State.

Organization of Emergency Farm Labor Committees

It was not expected, however, that those plans for recruiting farm labor through employment exchanges and farm bureaus, and

for using organized units of women and of boys, would solve the problem of meeting the emergency needs of the farmer during the harvesting season. To meet this emergency labor need, it was decided to undertake the organization of local patriotic emergency farm labor committees in the small towns and villages throughout the State, to secure pledges from retired farmers, tradespeople, and others who have worked on farms, to work a certain number of days in the Spring and Fall, aiding the farmers to put in and harvest the season's crops. In Canada and Maine last year it proved a success. Nine men of practical experience and exceptional knowledge of farm conditions throughout the State were appointed to aid in the organization and carrying on of this campaign for stimulating production.⁴ Four women organizers and lecturers were also temporarily assigned to this emergency work.

These organizers have gone to the villages and small towns in counties where emergency labor for harvesting was likely to be needed. Where local agencies for the purpose of enrolling volunteer farm workers were already in existence, assistance and cooperation has been offered to these, but in most localities new committees have been formed and started in their work of enrollment. The organizers have also obtained the publicity necessary to acquaint the farmers with the fact that they have a source of labor at their command in time of need, and have arranged for the transportation of the workers.

When this plan for securing emergency labor was determined upon in November, 1917, the Director of the Bureau of Production estimated that a total of 25,000 days of volunteer labor might be relied upon to answer the patriotic call. Although in many towns in the peach and apple sections of western New York they have only started canvassing for signers of the pledge cards at the close of this fiscal year, the reports indicate that this estimate may be more than doubled.⁵

⁴One man temporarily appointed as Farm Labor Specialist was also assigned to this work.

⁵See supplementary report for four months ending November 1, 1918, page 103.

Farm Tractors

The experience of New York State during the season of 1917, as well as that of other states of this country, and of Canada and England, indicated that farm tractors are an important factor in solving the problem of increasing production. One tractor can do the work of about three teams and three men. It can be used in plowing and harrowing, in operating mowing machines, binders and corn harvesters, and to furnish belt power to run ensilage cutters, feed mills and threshing machines. The Food Commission inherited from the former Food Supply Commission forty⁶ of these tractors, and has since purchased thirty in addition, making a total of 70 tractors, which have been placed throughout the State at the disposal of small farmers. It is estimated that each tractor will plow about 200 acres in the season. The tractors and their equipment cost on an average of \$1,400 each. For the use of the 42 tractors last season the State received between \$4,000 and \$5,000. Owing to the great difficulty experienced in securing adjustment and payment of rentals for the machines operated last year, a provision was inserted in this year's contract requiring the payment of rental to be made by May 1, 1918.⁷

Three plans have been formulated for placing these machines, with equipment, in communities where the shortage of labor is most acute, the plans to be used interchangeably according to local conditions:

- (1) The Commission to place a machine in the hands of an experienced operator who shall furnish a bond for the return of the outfit in as good condition as when delivered, ordinary wear excepted, at a rental varying from \$50 to \$100; the operator entering into an agreement with the State, as to the maximum rate to be charged for the various kinds of work, his compensation to depend upon the amount

⁶ In the contracts under which tractors were let last year it was provided that the farmers should have the right to purchase the machines at the end of the season at cost price. Under this clause two machines were claimed, leaving 40 out of the original 42 purchased by the State. Seven tractors and their equipment owned by the Long Island Food Reserve Battalion were purchased by the State Food Commission in April, 1918.

⁷ By September 1, 1918, practically all of the payments on the contracts of this year, for the use of tractors, sprayers, and ditching machines, will have been made.

of work he performs; the operator to bear the expense of operation and repair of the machine and to work for such employers as may employ him; or

(2) The Commission to rent a machine on the same terms as above to a tractor committee, composed of a number of farmers, eight or ten, each having a limited amount of plowing to be done (40 acres); this committee to have general jurisdiction over the operation of the machine and to employ an experienced operator; or

(3) The Commission to lease a machine to a responsible farmer who will agree to keep it in operation in his neighborhood, at cost, and to employ an experienced operator; to limit plowing on his own farm to 60 acres and on other farms to 40 acres.

In each case the organization or individual signing a contract with the Commission must comply with the following general requirements:

Assume responsibility for the machine.

Pay the State a fixed compensation and make all necessary repairs.

Purchase all fuels and oils necessary for the operation of the machine.

Guarantee to plow at least 200 acres during the season.

Pay freight within the State to point of consignment.

Deliver machine to nearest railroad station in the Fall, or house it during the winter under the direction of the Commission.

Guarantee that the tractor will be used for plowing and fitting only, except upon special permission from the Commission.

To safeguard properly the investment of the very considerable amount of money which the State has put into these tractors and their equipment, a number of tractor experts have been employed to inspect the machines at frequent and regular intervals, to supervise the operation of the machine and to make such adjustments and repairs as the operator himself is unable to make.⁸

⁸ The Commission is keeping a careful record of the fuel and oil consumed, the cost of repairs and adjustments, and the amount of work performed by each machine owned by the State. This data will be valuable to the farmers of the State.

Privately Owned Tractors Pledged for Continuous Operation

All farmers who own tractors have been urged to keep these machines in as nearly continuous operation as possible and to operate their tractors not only upon their own farms, but also upon those of their neighbors who are unable to purchase them. The response to this suggestion has been quite general and satisfactory so that a large number of privately owned tractors will render service in the communities where they are located.

Tractor Schools

Twenty tractor schools, with approximately 1,000 students in attendance, were held in various sections of the State, commencing January 14th and terminating March 25th,⁹ in co-operation with the Department of Rural Engineering of the State College of Agriculture and the farm bureaus of each county where they were held. The purpose of these schools is three-fold: to make owners of machines more efficient in their management so that more work will be accomplished; to give contemplated purchasers some practical knowledge of the machine's construction and operation; and to train operators in handling State-owned machines. The schools were of one week's duration. Approximately 1,000 students completed the course and were given certificates that they had shown proper knowledge and skill in operating the machines and in making simple repairs. Given a good tractor, the success or failure of the machine, the amount of the work done, the amount of repairs and the life of the machine are proportional to the training of the operator and the care he gives it.

Supplementing these tractor schools, the Commission is arranging a series of tractor demonstrations in different parts of the State during the summer of 1918, to give the farmers who contemplate purchasing tractors for themselves an opportunity to compare the relative merits of different makes. The Bureau of Production is continually receiving requests for advice as to which of the 100 or more different kinds of farm tractors on the market is the best. It cannot, of course, undertake to promote the sale of any tractor or tractors at the expense of others, but

⁹ Schools were held in the following counties: Oneida, Niagara, Orleans, Rensselaer, Yates, Wayne, Chautauqua, Onondaga, Alleghany, Washington, Erie, Hamilton, Madison, Suffolk, Orange, Chemung, Otsego and St. Lawrence.

by means of these demonstrations, at which the various tractor manufacturers exhibit their own machines, the farmer is given a basis for making his own selection.

State Ditching Machines

Another means which the State Food Commission is taking to meet the farm labor problem and assist the farmers in increasing production is to provide a number of ditching machines, which will do the difficult and onerous work of draining farm lands which, because of the growing scarcity and increased cost of labor for the last two or three years, have had to be neglected. The utility of the farm ditching machine has been demonstrated, but its cost is so great that the individual farmer cannot purchase it, and farmers' associations have not yet reached the point where they can or will undertake to maintain ditching machines for the use of their members. Three of these ditchers were inherited from the former Food Supply Commission, and in response to a very general demand the State Food Commission has purchased ten additional ditchers at a cost of approximately \$4,000 each. These machines will be loaned only to a farm bureau association, the contract being signed by its officers. Practically the same form of contract as employed for the lease of the tractors will be used, except that the association will be held directly responsible to the Commission for the ditcher and for the fulfillment of all the requirements of the contract, besides the collection of all ditching charges. The Commission will furnish a drainage engineer to locate all ditches and mechanical experts to visit and assist the operators of the machine besides assuming the interest and commercial depreciation losses. The policy of the Commission is to require a reasonable charge per rod of ditching to cover mechanical depreciation of the machine. Great interest has been taken by the farmers in securing these ditchers, and in many counties they have signed up for a large amount of drainage work. In every county in which these ditchers were placed a sufficient number of rods of ditching was signed up for by the farmers, to keep the machines in continuous operation throughout the season. The farm bureau associations having charge of these machines pay to the State for the use of such machines ten cents per rod for each rod of ditch excavated.



*TONY PARRETTA, 9 YEARS OLD, OF FORT
HUNTER, N.Y. AND HIS TWO PIGS.*



*LAURA B. WILDEY, BARRYTOWN,
N. Y. AND HER PIG PROJECT.*



*CARL RIGG, RED HOOK, N.Y.
AND HIS 104 LB., PORKER*



*HOWARD CHASE DISTRICT N°4, BATH STEUBEN
COUNTY, N.Y. AGE 10 YEARS AND HIS TWO PIGS.*

Increasing Pork Production

There is no quicker method of increasing the supply of meats and fats with a minimum of labor than by raising pigs. The Bureau of Production early in November, 1917, launched a campaign throughout the State for increased pork production and adopted the slogan, "A brood sow on every farm and a pig for every rural home." The officials of a thousand and more communities throughout the State were communicated with, and inquiry made as to whether there were local ordinances prohibiting the keeping of pigs within their corporate limits, and such communities as had such ordinances were promptly asked to repeal or at least suspend their operation during the period of war. With the exception of less than a dozen, this action was promptly taken so that at the present time there is no legal obstacle to maintaining pigs in villages under proper sanitary regulations. With the co-operation of the Department of Education and the Junior Extension Department of the College of Agriculture, boys and girls' pig clubs are being organized and established at many points in the State. Farmers throughout the State very generally responded to the appeal for increased pork production, and the number of young pigs born in the State in the spring of 1918 was very largely increased as a result of this campaign. The owners of these animals are now being urged to retain all of the desirable sow pigs for future breeders so that a still greater pork production may be assured for next year.

Increasing the Wheat Acreage

Unfavorable weather conditions during the winter of 1917-1918 affected adversely the winter wheat sown in the fall of 1917 so that in many sections of the State a considerable acreage was winter-killed and rendered worthless, and a still larger acreage seriously injured. In the bean-growing sections of western New York, where winter wheat generally rotates with beans, the beans were so late in maturing last fall that wheat was sown in many instances much later than usual, and on a considerable acreage the beans were not removed in time to put the ground into wheat. In view of this situation the Bureau of Production early in the Spring inaugurated a campaign for the growing of spring wheat

in those sections of the State wherever it was deemed practicable. The farmers in those sections generally responded and the largest acreage of spring wheat grown in the State of New York in many years is now about to mature. Arrangements were made through the United States Grain Corporation by which 200,000 bushels of No. 1 Northern Manitoba spring wheat for seed were held in Buffalo warehouses, to be distributed to convenient points and sold to farmers at cost, either in small or large lots. The question of increased acreage of spring wheat was taken up with the subordinate granges and discussed at agricultural meetings. The Millers' Association of the State and the Department of Farms and Markets have also co-operated and assisted the Bureau of Production in this campaign. While the growing of spring wheat in favorable localities was urged, it was discouraged, except in an experimental way, where it had not been heretofore successfully grown. Twenty-five thousand copies of a small leaflet on this subject, distributed through grain corporations and millers' associations, and published without expense to the Commission, impressed upon farmers the importance of growing spring wheat, upon good soil thoroughly prepared and well fertilized, the sowing of seed of high quality and the desirability of early sowing. Weather conditions have been exceptionally good for the growing of this crop, so that at this writing the largest crop of spring wheat grown in the State of New York in many years is now about to be harvested. The yield per acre promises to be exceptionally good and fully justifies the wisdom of the action of the Commission in urging the more general growing of this crop.

Improvement of the Seed Supply

In addition to providing an abundant supply of spring wheat, the Bureau of Production has engaged actively, in connection with the New York Seed Stocks Committee,¹⁰ in supplying other seeds of various kinds to farmers. Through the co-operation of

¹⁰ This Committee consists of Calvin J. Huson, Director of the Bureau of Production of the N. Y. State Food Commission, Prof. M. C. Burritt, Vice-Director of Extension of the State College of Agriculture at Ithaca; Frank G. Kelsey of Camden, N. Y., State representative of U. S. Bureau of Crop Estimate, and T. H. King of Trumansburg, N. Y., appointed by the State Director of Extension of U. S. Department of Agriculture. The county seed committees were appointed by this committee.

the farm bureaus, local county "Better Seed Committees" have been organized in practically all the agricultural counties of the State to ascertain local seed requirements and the seed supply. Through the activities of the New York Seed Stocks Committee, the great shortage in high class seeds, particularly seed corn, has been met and farmers have been able, almost without exception, to obtain the seed necessary for their use. Owing to the uncertainty of the germinating qualities of many kinds of seeds, farmers have been urged to test their seeds for germination. The farm bureaus and other agencies have made these tests to an extent not hitherto practiced.

War Gardens

The State wide program of aiding and stimulating food production in this State has included the promotion of war gardens in cities and towns.¹¹ With the active co-operation of the Federal Food Administrator for up-State New York, the county food administrators, mayors of cities, village presidents, chambers of commerce, and employers of large industrial establishments, effective work has been done in organizing interest in this activity. Especial attention has been given to gardens known as "factory plots." A model plan developed at Watertown has proved to be generally applicable in industrial centers. The manufacturers of the town organized a committee, which appoints a practical gardener and assistant to have general charge of the gardening operations. After the supervisor inventories all the vacant land available, the manufacturers unite in plowing it and in purchasing fertilizers and seeds. Plots are assigned to employees willing to undertake their cultivation, the supervisors giving all possible cooperation and advice. A list of over 600 large employers was

¹¹ In New York City so many agencies both public and private were already in the field of promoting war gardens, that there was no occasion for the State Food Commission undertaking this work. In order that the public might be intelligently directed, however, as to where to secure information and assistance regarding city gardens, a survey of these agencies was made and a memorandum prepared, for office use, which lists all the agencies which have come to the attention of the New York City office and describes their purposes and activities. This office memorandum is placed in the hands of all persons responsible for giving out information to the public, with instructions that they refer general inquiries to the public agencies and give information regarding such private agencies as might be of assistance to the individual inquirer.

circularized with this plan, care being taken to omit the industrial concerns located in large cities and in agricultural districts as it was believed that in the large cities gardening on this plan would be impracticable and in the agricultural communities a large proportion of the employees were in all probability already engaged in cultivating as much land as could be worked. A prompt and cordial reception has been accorded this plan, and with the assistance of the chambers of commerce and the boards of trade throughout the State, united cooperative action is being secured. Circular letters were also sent to the mayors of the cities and presidents of large villages to urge them, in cooperation with the boards of education and school authorities, to organize war garden committees and to inform the bureau what cooperation and assistance is desired by the war garden committee in their community.

Prevention of Insect Pests and Plant Diseases

The work started in 1917 by the former State Food Supply Commission for the prevention of insect pests and plant diseases is being continued by the State Food Commission. The State Food Supply Commission purchased thirteen power spraying machines for the purpose of spraying potatoes to safe-guard against blight. Twelve of these were operated to some extent and one was never unpacked. Three were purchased by those who rented them last season under a clause in their contract permitting them to do so. The ten remaining machines are being rented by the State Food Commission in the 1918 season on the basis of \$25.00 per year for each, the same basis as that on which they were rented in 1917. One of these machines can spray many acres of potatoes. The plan this year is to place them in communities where one man will operate the machine continuously, thus spraying the largest possible acreage.

Under the direction of Professor W. H. Whetzel of Cornell University, three experts, employed for the summer of 1918 by the State Food Commission, are engaged in directing the farmers and fruit growers in Wayne, Orange, and Cortland counties in the prevention of insect pests and plant diseases. These men advise the farmers in regard to spraying, and conduct demonstrations.

They have already this season been the means of saving quantities of fruit that will be useful in the coming fall and winter.

The 1918 State Agricultural Census

The Agricultural Census conducted by the State Food Supply Commission in April, 1917, proved so valuable that the State Food Commission decided early in December, 1917, to conduct a similar survey in February, 1918. Director H. E. Babcock of the Bureau of Conservation, who has charge of co-operative relations between the State Food Commission and the county farm bureaus, was authorized to organize and direct the taking of the census. A sum of \$25,000 was set aside to meet the expenses connected with it.

With the assistance of Prof. G. F. Warren of the Department of Farm Management, New York State College of Agriculture, a census blank was prepared and proofs of it submitted to county agents who tried it out on actual farms, and reported their criticisms before the blanks were finally printed. Arrangements were made with the State Department of Education for the actual taking of the census by the rural schools. Quantities of census blanks, tabulation sheets, instruction folders, and other supplies were sent to the county farm agents and to special census directors who were appointed in counties where no county agent was located. These were distributed to the teachers who in turn distributed them to the farmers. Each rural school prepared its own tabulation of the returns for its district. These local tabulations were then sent in each county to the county agent, or census director, by whom a tabulation for the county was made.

The entire taking of the census and tabulation of the results was accomplished within one week. The State summary, together with a county summary, and a list of the livestock and seed for sale in the county as shown by the census, were published as a special Census Issue of the Farm Bureau News in each county and a copy sent to every farmer who filled out a census blank.

The total cost of the 1918 census was \$17,533.40. It covered 185,071 farms, the average cost per farm being, therefore, only 9.4 cents.

What the 1918 Census Accomplished ¹²

Briefly the census of 1918 accomplished the following:

1. It gave the Commission facts upon which to base its agricultural program.
2. It located and effected the exchange of local stocks of seed and live stock.
3. It furnished comprehensive and reliable data on the farm labor situation.
4. It warned the State of the coming decline of the dairy industry as a result of which the whole policy of the Food Administration was changed regarding the use of dairy products and active steps taken in this State to stimulate their consumption.
5. It gave farmers accurate information relative to contemplated crop planting in the Spring of 1918 and thereby tended to prevent the overraising of any particular crop.

¹² A complete summary of the Agricultural census for the years 1917 and 1918 will be published by the State Food Commission.

DISTRIBUTION AND TRANSPORTATION

The most pressing demands upon the State Food Commission at the time it was organized were for regulation of the distribution and transportation of foods. Profiteering in food stuffs was increasing. The scarcity of staple foods resulting from the unprecedented demands for export was made the occasion for alarming increases in prices. The difficulties of transportation were bringing about a serious shortage of sugar and certain other commodities. The increase in the price of milk in New York City added much to the irritation and alarm of the public regarding its food supply. Although much had been done by the former Food Supply Commission to stimulate production of foods, practically nothing had been done to regulate distribution.

There was little that the State Food Commission could do in this field, however, until its relation to the United States Food Administration, whose regulatory powers superseded those of the State, was definitely established. As soon as the Federal Food Board plan for combining state and federal forces was adopted, the Commission proceeded at once to establish the necessary machinery to do the specialized and technical work involved in the regulation of trade practices and the control of food distribution and prices.¹

This machinery was organized as the Bureau of Distribution and Transportation with three divisions: the Division of Distribution, the Division of Trade Organization and the Division of Complaints. Some of the special activities of this Bureau are described in the pages following. Perhaps the two most valuable functions performed by this Bureau, however, are the advising of tradespeople regarding the application of the food administrative regulations to their business and the assisting of the United States Food Administration in developing regulations that will bring effective control without injury to legitimate business. To do this requires intimate knowledge of the food trades and trade practices and the successful work of the Bureau has been based on such knowledge.

¹ See description of organization of Bureau of Transportation and Distribution, page 90.

Publication of Fair Prices

In response to the public demand for the publication of lists of fair prices for staple foods, the Bureau of Transportation and Distribution, through its Division of Distribution undertook as soon as it could assemble a staff of competent trained men, to issue daily price lists for publication in the newspapers. Fair prices are arrived at by establishing first fair margins of profit, which are based in general on the average pre-war profits in the given commodity. With the wholesale price known the retail price can be determined by applying this fair margin or differential. The determination of fair prices is complicated by the fact that the different staple foodstuffs are not sold at the same percentage of gross profit above cost, some being sold practically at cost and others at high profit. Consequently, to assure both the public and the retailer fair treatment, it has been necessary to determine the volume of trading in each one of these foodstuffs in the average store, and to determine the average cost of doing business. To determine some of these items of expense and volume of trading, and to array these facts statistically, it is necessary to use an accounting staff. Investigators are sent regularly to different representative sections of the city to ascertain the actual prices charged by retailers and the prices paid by them to the wholesalers. Approximately 4,000 differentials are secured from 200 stores each week by a staff of seven market inspectors working under a supervising market inspector.² Advisory committees of retailers and wholesalers were organized to assist the Division of Distribution in getting information on the basis of which fair prices could be determined.

Daily lists of fair prices for groceries, meat and fish were issued in New York City until the middle of March, 1918, when it was deemed advisable to change to semi-weekly issues. So little variation was registered in the wholesale markets from day to day that there was no necessity for entering prices more than twice a week. In this, however, the Commission has been disappointed. So few of the papers now publish even the semi-weekly lists that the cooperation of the public in forcing dealers to observe these prices

² See more detailed description of investigations for determining fair margins of profit, page 30.

is ineffective. It has become apparent that different measures will have to be employed. The authority given the Commission by Act of the Legislature of 1918 to fix fair margins of profit, or differentials, on the retail and wholesale handling of a necessary food whenever there is profiteering in that commodity, has not been exercised because the deputy state attorney general assigned to the Commission advised that the instructions of the United States Food Administration for the establishment of fair prices by means of price interpreting committees, conflicted with and, therefore, superseded the State Law.³

Pending the final completion of investigations of fair margins of profit and of a plan for state-wide issuance of prices, the county food administrators in many upstate cities have issued local fair price lists prepared by local price committees. In Buffalo such price lists have been regularly issued by the Assistant Director of the Bureau of Distribution and Transportation in charge of the Buffalo office.

Research Studies of Trade Conditions and Practices

The lack of precedent in most aspects of government control of the complex food distribution system of New York City, has made it absolutely necessary from the start to institute original investigations of trade practices and trade conditions upon which constructive executive action could be based. For these investigations it has been necessary to have men trained in statistical and scientific research, and men with practical experience in and intimate knowledge of the various food trades. In addition to the extensive studies of costs of operation in the wholesale and retail handling of groceries, meat and fish, necessary to furnish a basis for determining fair prices, the Division of Distribution has made investigations of the methods of handling and slaughtering live poultry for the New York market, the methods of receiving, handling and distributing eggs, the cost of distributing potatoes, the facilities for the storage of fish, the necessary operating

³ See supplementary report for four months ending November 1, 1918, page 123, for discussion of plans completed subsequent to July 1st, for establishing fair margins of profit by price interpretation committees of consumers, retailers and wholesalers, and for enforcement of such maximum margins.

expenses of feed dealers selling bran, the retail cost of handling loose milk, the quantities of condensed milk stored in New York City, the receiving and distribution of fruits and vegetables and other similar questions.

Investigations to Determine Fair Margins of Profit

The investigations of the grocery, meat and fish trades for the purpose of determining fair margins of profit, mentioned above, represent the type of scientific research work that the Division of Distribution has been called upon to perform.

In the study of costs of grocery distribution, for example, the first step was to obtain data from representative grocery stores of each type and class, relative to the total volume of business, the various commodities carried, and those staples which made up the bulk of the sales. It was found that 60.9 per cent of the business in grocery stores in New York City in 1917 was divided among the following principal commodities: Butter 13.8; eggs 12.2; milk 8.2; cheese 1.2; wheat flour 2.3; bread 9.5; corn meal .1; potatoes 2.9; onions .9; beans .7; peas .8; raisins .3; sugar 7.9; and oat meal .1, making a total of 60.9. All the other commodities were also surveyed but the above were chosen as being representative of the bulk of the sales of an average retail grocery store.

In conjunction with this examination another one was made to determine the average costs of operating the average grocery store of Greater New York. Still another intensive investigation was made covering every commodity carried by grocery stores, which furnished the basis for thousands of figures on margins of profit made by the average retail grocer.

Equally comprehensive and detailed investigations had to be made before it was possible to issue fair prices on the various cuts of meat. It was found necessary to make a complete study of the methods of meat cutting and retail practices in selling meat. Inspectors of this department visited one hundred representative butcher shops of Greater New York and witnessed the cutting of the various cuts of meat in use, weighing each part and noting all waste trimming and shrinkage. With this data at hand it was possible to prepare concise figures showing

what percentage the retail cuts were of the total carcass, that is, the percentage of a carcass that should be sirloin, ribs, etc.

Having established a basis for determining the percentage of cost of the carcass to allot to different cuts, it was then necessary to make studies of the costs of operation of butcher shops in Greater New York in order to arrive at what constituted margins of profits fair enough to cover all such expenses. Information as to the margins of profit that the average butcher receives for the various cuts of meat was secured by personal inspection of hundreds of butcher shops. With this information compiled, a number of butchers' committees similar to the grocery committees were called in to advise the Division of Distribution as to what in their opinion constituted fair prices on meat. Credence was given their objections to proposed prices only when they were able to submit proof that the data on which they were based was disputable.

In connection with the issuance of fair meat prices one inspector visits the wholesale market daily and compiles all the wholesale prices while from time to time other inspectors check the observance by the retail butchers throughout the city of the approved prices.

In the preparation of fair price lists on fish and on dairy and vegetable products the same methods were followed as those used in determining meat prices, including investigations by the accountants and inspectors.

Regulations Requiring the Labeling of Staple Foods

In connection with the issuance of fair price lists for staple foods, the need soon became apparent for some means by which the public might more easily recognize the various grades and kinds of a given commodity on which prices were quoted. The common practice among food retailers of selling commodities without reference to the standard grades by which they themselves purchased them has been responsible for the housewife's paying frequently the price of a high grade foodstuff for something of inferior quality. If the customer was not familiar with the different varieties of beans, for example, it was easy for the unscrupulous dealer to represent, because they happen to resemble

each other, cranberry beans, which are cheap, as kidney beans, a more expensive variety of legume. Advantage would thus be taken of the approved price on kidney beans to sell another and cheaper kind at a higher price than it would ordinarily bring. In like manner, so-called Michigan potatoes and potatoes shipped in from other states other than New York, were frequently sold as "Long Island" potatoes, thus bringing a higher price because of the traditional superiority of the latter. Cold storage eggs and cold storage butter were sold as fresh, with the same purpose.

To remedy this, the Bureau of Distribution collected a mass of data and information on this subject and secured the cooperation of both the grocery and meat dealers in adopting standard grades which were given publicity in connection with the price lists. These standard grades apply to beans, rice, raisins, butter, eggs, cheese, potatoes, onions and cabbage. Standard cuts were established for both Kosher and Gentile beef, veal, lamb, mutton, poultry, and sundry smoked meats and for Gentile cuts of pork.

To enable the housewife to distinguish one grade from another as a protection against imposition by the unscrupulous dealer who sells inferior goods, and to apply the schedule of fair prices in her daily marketing, the State Food Commission adopted formal regulations⁴ having the effect of law, requiring fifteen staple food commodities; bread, butter, American cheese, cabbage, cornmeal, dried beans, eggs, macaroni, milk, oatmeal, onions, prunes, potatoes, sugar and wheat flour to be labeled, wherever offered for sale in a retail store, with a sign, legible at a distance of ten feet, which states the kind, grade, and price of the commodity.

The label regulations are in effect in 17 counties.⁵ They apply to retail dealers only. Compliance involves merely displaying the names of the kinds and grades of goods as designated by the wholesaler on his invoices or bills. Representative groups of retail merchants approved the regulations before they were promulgated. Although at the outset there was some opposition, many of the dealers have found the use of the signs to be an aid

⁴ Effective January 10, 1918.

⁵ Westchester, New York, Kings, Queens, Richmond, Bronx, Erie, Onondaga, Albany, Schenectady, Dutchess, Fulton, Monroe, Oneida, Broome, Chemung, Rensselaer.

to their business. The chief objection to them has been that their preparation would prove a hardship to many retailers. Experience has shown, however, that through their use, the small amount of extra time required for their preparation and placement has been offset through expediting the sale of goods. Wholesalers and jobbers have cooperated by supplying the required cards without charge to their customers. Furthermore, the honest dealer is protected by these signs from unfair competition by his competitors through the sale of inferior goods as the best. Other advantages of the rule are the reduction of the number of grades of the same article, thereby lessening confusion in the trades and in the minds of the retail purchaser, and the encouragement of a more economical shopping by readily informing purchasers as to prices.⁶

The distribution of these label regulations in New York City was effected through the Food Council of Greater New York which volunteered, under the direction of the Trade Organization Division, to distribute some 30,000 of these among the retail grocery stores. Up-state through the county food administrators, and organizations such as grocers' associations and boards of trade, approximately 5,000 have been distributed. At the same time a brief summary interpreting and explaining the sign rule was transmitted with a letter of explanation to each dealer.

Reformation of the Live Poultry Trade

One of the worst abuses ever suffered by the New York City public has been the method of handling live poultry coming into this market. For years it has been the practice to starve the poultry for a day or more before it reaches New Jersey and New York terminals, then to feed them gravel, cement, red pepper and water. With their craws filled in this manner, the weight of the chickens was often increased more than a pound per chicken, and the increased weight paid for at the same rate as for the chicken

⁶ Meat label regulations are pending before the Commission requiring meat dealers to post signs on certain cuts of beef, lamb, mutton, pork, and certain by-products thereof, on live and killed poultry, indicating the kind, grade and retail price per pound untrimmed and also the retail price per pound trimmed. There will be separate regulations for Kosher and Gentile meat.

itself. As much as 1,500 pounds of gravel or cement would be added to the weight of a single carload of fowls. All of this was included in the cost of the poultry to the consumer. It is estimated that the citizens of New York have frequently been robbed of as much as \$140,000 in a single week in this manner, that is, approximately \$7,000,000 a year.

To this form of exploitation in the poultry trade was added the losses from wholesale stealing of poultry at the terminals. And as neither the shippers nor the Commission men had ever been able to organize any system of policing or inspection that would prevent this robbery, the costs were charged up to the public as "shrinkage." This wholesale theft amounted to not less than a million dollars worth of poultry a year.

Because of an iniquitous and unjustifiable system of fixing wholesale prices after the poultry had actually been sold, the retailer of poultry has, futhermore, been forced to hand on to the public in the price he charged, a margin of profit to cover the losses he bore. The retailer has bought poultry without knowing what price he was paying for it till most of it had been sold by him. After the wholesale market was cleared, once or twice a week a comparatively few wholesale and commission men got together and decided what they would charge the retailer. The retailer, of course, had to make his price to the consumer cover this uncertainty.

As a result of the persistent efforts of the Director of the Bureau of Distribution and Transportation these evils are being wiped out. The various elements of the trade which have been anxious to have the other fellow reformed but unwilling to correct their own malpractices, have at last been brought together in support of a broad program for cleaning up the entire trade. The cooperation of the police of New York City and of New Jersey has been secured, and inspectors employed by the poultry dealers themselves and supervised by special agents of the Food Commission maintain careful watch over the men engaged in unloading and loading the poultry, among whom the professional poultry thieves work. For the first time in many years, a considerable number of these thieves have been brought to court and sentenced to imprisonment and fined. Others have been so promptly appre-

hended and summarily dealt with that chicken stealing has ceased to be a popular or profitable occupation.

These inspectors have practically stopped the practice of feeding gravel and cement to increase weight. The feeding of poultry at the terminals is carefully supervised and regulated. The agents of the Commission have, furthermore, become appeal agents on rejections of shipments. If they sustain the decision of the inspector who condemns a carload of chickens, the shipper has assurance that the decision is fair.

By order of the Food Board the wholesale and commission men are compelled to make up their prices each day, which has resulted in stabilizing the market and eliminating the speculation that has characterized it in the past.

Early in 1918 an agreement between the live poultry dealers and the New York Federal Food Board and the State Food Commission was effected, whereby they pledged themselves not to buy or sell live hens which were bought from the farmers after February 11th until April 30th, and set a maximum price, beyond which they would not charge for any poultry during this period. An agreement was also effected among the poultry slaughterers to follow certain regulations governing their gross profits in handling poultry. These poultry agreements amounted to a determination of the maximum price of poultry from the producer to the consumer, beyond which any charge would be considered unfair.

Investigation of the Butter and Egg Market

Before the Federal Food Board and the State Food Commission began to exercise control over the butter and egg market in New York City, it was not an uncommon occurrence for lots of butter and eggs to be resold fifteen or twenty times among the wholesalers themselves, each one in turn holding out for higher prices. In many instances, such products were withheld from distribution for a short period to form an artificial scarcity and thus raise the price. So common had this practice of the trade become that it was recognized as legitimate on the floors of both the Mercantile Exchange and the New York Butter and Egg Exchange.

The Division of Distribution stationed one and sometimes two inspectors on the floors of the Mercantile Exchange and on the open market and in the adjoining streets in order to check up these practices and to see that the rules as laid down were adhered to. Arrangements were made with the officers of the New York Mercantile Exchange for the Commission to receive copies of all sales that were made upon the floor of that exchange. As a result of the efforts of the Division the practice of reselling butter and eggs was greatly curtailed, and the profits derived in each resale were eliminated, thus keeping the ultimate price to the consumer below what it would otherwise have been.

The reduction in speculation brought about by the Division of Distribution is clearly shown by a comparison of the figures on egg sales on the floor of the New York Butter and Egg Exchange for the months of February to July, inclusive, as follows:—

Sales		Cases of Eggs Sold	
1917	2,384	1917	215,513
1918	144	1918	7,396

The New York Mercantile Exchange on egg sales for the months of February to July, inclusive, shows the following:—

Sales		Cases of Eggs Sold	
1917	1,478	1917	214,981
1918	984	1918	74,963

The New York Mercantile Exchange on butter sales for the months of February to July, inclusive, shows the following:—

Sales		Tubs of Butter Sold	
1917	1,507	1917	55,489
1918	762	1918	26,675

This reformation in the butter and egg market has met with the approval of all the honest butter and egg traders who have voluntarily placed themselves on record as being in accord with the Commission's regulations, and have expressed the hope that they would continue to be enforced.

Another bad practice, which, however, had not been declared legitimate by these exchanges, was the selling of cold storage products as fresh resulting in the procurement of profits far in excess of what was fair. To correct the practice of selling cold storage products as fresh, the Division of Distribution, through its inspectors, obtained the records of all withdrawals of cold storage products from every cold storage warehouse in Greater New York. With these records on hand, showing what concerns had withdrawn cold storage products, subsequent investigations were made on the premises of such concerns to trace removal of such cold storage products. As a result of the vigilant methods employed, the traders in cold storage products discontinued their practice of selling cold storage butter and eggs as fresh at the higher prices. The ultimate outcome was that the consumer purchased cold storage products as cold storage products, and at cold storage prices.

Need for Improvement in the Facilities for Handling Fish

To determine the fish storing capacity of New York City and the practices followed in the cold storage of fish, an investigation was made of the various cold storage houses in the city. It was found that there were only two storage concerns which stored fish. The ordinary cold storage company will not store fish as the odor penetrates through to other commodities. Besides, fish require an elaborate method of handling. They must be unpacked, put into pans for quick freezing, then packed again and stored, whereas other commodities are stored in the original package. Other factors which contribute to a lack of storage facilities for fish in New York are poor transportation facilities, unequal competition, insufficient demand for the commodity and the physical limitations on the erection of such plants. There is no trackage on the east side of Manhattan and fish must be hauled from the piers at one congested point, which is the centre of the fish trade. The principal fish storage company which has space at a minimum cost underneath one of the bridges, sets the price for storing fish, with the result that competitive concerns cannot do business at a profit, as all other locations involve greater overhead expenses. Furthermore, the demand for fish is not great enough to warrant

the companies putting up a building for the storage of fish exclusively. Finally, a fish storage plant must be located in the neighborhood of the Fulton Market, the wholesale fish market of New York City, and there is no available space in that vicinity suited for such a purpose. As the number of storage houses for fish is quite inadequate to accommodate the supply of all the fish that might be stored, a large amount, which might otherwise be conserved, goes to waste. This fish wastage is especially unfortunate at this time when the food administration is urging the substitution of fish for meat. The Commission urgently recommends the establishment of terminal markets in New York City that will provide more adequate facilities for handling fish, as well as other commodities.

Investigation of the Varieties and Kinds of Fish Handled in the New York Market

An investigation for the purpose of ascertaining the varieties and kinds of fish handled in the New York City market was made during May and June, 1918. This included a study of the grades of fish in each variety, the lines of demarcation between light, medium and heavy grade, and the waste, trimming, and general trade practices in the retail sale of such varieties. Such information was desired as a foundation for future investigations in relation to profits that would be fair in the retailing of fish to the consumer.

It was found that there were about 32 different varieties of fish sold on this market and about 74 different grades among these varieties. One interesting result of the investigation was the discovery that about 15 varieties of good fish were arriving at the New York market at cheap prices, but were not being consumed by the public, apparently due to prejudice or lack of knowledge of their good qualities. These were French pickerel, sheepshead, sunfish, mullet, sturgeon mullet, croakers, fluke, hake, porgies, sole, shark, searebins, whiting, menhaden and greyfish.

Information was given to newspapers, through the medium of the editorial sheet accompanying the price lists issued by the Commission, regarding the desirability of various kinds of fish,

their abundance, and the methods of cooking them for home consumption. The public was likewise advised regarding the varieties of fish that were, from time to time, most plentiful and cheap.

Further studies of the fish question have been held in abeyance temporarily owing to the fact that the United States Food Administration at Washington has commenced an extensive national investigation on the subject.

Census of Food Commodities on Hand in New York City

The greatest period of stress in the general food situation of the country during this fiscal year came in the first six months of 1918. The amount of food pledged to allied European countries, together with the quantities required to feed our own armies, reduced our home supplies to a point where inequality of distribution had to be safely guarded against. It was even considered possible that stocks of certain staple foods might have to be commandeered to feed the people of the poorer sections of New York City in case of a shortage.

As a precautionary measure for meeting this situation the United States Food Administration suggested a special Food Census Committee for New York City which was appointed by the Federal Food Board, for the purpose of conducting a weekly census of the quantities of seven of the most important food commodities on hand in New York City.

This committee, of which Mr. Felix Warburg was chairman, provided a corps of statisticians and other workers to organize the distribution of the census blanks and tabulate the information secured. Cards were distributed first by mail, then by aid of the Police Department of New York City, to all licensed retail and wholesale dealers in foodstuffs and to all food storage houses including all the concerns maintaining large stocks of foodstuffs. Information regarding the quantity sold during the week, the stock on hand at the close of business at the end of the week, the address where held and the quantity received during the week was requested from each. Approximately 4,200 blanks were sent out weekly between March 14th and May 1st and about 3,500 of these were returned promptly enough to be of use in the weekly

tabulation. The commodities covered by this census were flour, sugar, rolled oats, cornmeal, beans, bacon and lard. The object was to afford the United States Food Administration current information regarding the quantities of these commodities on hand in New York City and where they could be found in case an emergency arose that would necessitate the commandeering of foods to relieve distress. It was not found necessary during the period in which this census was conducted to make any direct use of the information secured, but, as an insurance against emergencies, it was of great value.

This weekly census was succeeded by another more comprehensive census started May 1, 1918 by the Division of Distribution of the State Food Commission and continued for a period of two weeks. It covered approximately 29,000 grocery and butcher shops, bakeries, delicatessen stores, dairy, vegetable and fruit stores, and restaurants. Through the aid of the Police Department of New York City blanks for the census were distributed to all retail dealers, licensed or unlicensed. The census cards called for information regarding the quantities sold during the week; the stock on hand at close of business, address where held and quantity contracted for future delivery before close of the week's business; the names and addresses of firms from whom the retailer usually buys his goods. The information thus secured not only located foodstuffs for emergency needs but provided the State Food Commission and the Federal Food Board with a complete list of all the food retailers in New York City and furnished the basis for valuable statistical tabulations regarding the amounts of various foodstuffs sold and kept on hand in the different types of food stores.

Directing the Marketing of Surplus Supplies of Foodstuffs

From time to time the inspectors of the Division of Distribution have reported surplus supplies of foodstuffs on the New York market and the Division has taken action to bring about the distribution of such surplus stocks to channels where they may be consumed without any material waste. Among the various foodstuffs that have been distributed in this manner are potatoes, grain, vegetables, corn meal, dried beans, dried peas,

small sized prunes, hay, straw, hogs, butter and cheese. In general, the method followed in such cases has been to put the owners of such surplus supplies in direct contact with those who can utilize them. In certain cases, however, where the situation has made it necessary to bring about a greatly increased consumption in order to dispose of the surplus, the Division of Distribution has formulated and put into execution a comprehensive plan for controlling prices, facilitating distribution and stimulating consumption.

The best illustration of what the Division of Distribution has been able to accomplish in disposing of supplies of food is what was done in regard to potatoes in the spring of 1918. The campaign organized by the Conservation Bureau for stimulating the consumption of potatoes⁷ followed a carefully developed plan on the part of the Division of Distribution to secure the prompt railroad transportation of large quantities of potatoes from the farmer to the New York market, the prompt distribution of the potatoes to the retailers after they arrive at the terminal and to reduce the price to the consumer. Daily reports were secured as to the total car receipts and shipments per day and the prices the farmers were receiving. Inspectors were stationed at every wholesale market in Greater New York in order to ascertain the wholesale prices, the farmers' prices and the car receipts. Inspectors were also sent into the retail districts throughout the city to obtain information on the retail prices. Conferences were held with the retailers at which they agreed to maintain a uniform price lower than what they had been charging. The Division of Distribution aided in the preparation of lantern slides, posters and other publicity features connected with the campaign. At one time the supply of potatoes accumulated to such a degree in the yards of two of the railroads with terminals at New York City that the companies laid an embargo against the commodity, pending the disposal of the carloads already in the city. The Division of Distribution expedited this disposal by urging each consignee to unload his car immediately, resulting in the lifting of the embargo within a week after it was made.

Similar work was done by the Division of Distribution to

⁷ See pages 58-59.

dispose of the great accumulation of corn meal in the New York City market in the spring of 1918. Such quantities of corn meal, consigned to New York City, were held up in the congestion of transportation during the heavy snows, that when the transportation situation was relieved, there was soon a glut in the market for this commodity. Special appeals were made to the dealers to push the sales of corn meal. Posters featuring corn meal and urging greater use of it were printed and distributed among the retail grocers of Greater New York, to be displayed in their store windows. The prices charged for corn meal were checked up carefully throughout the city and pressure brought to bear on all dealers to stimulate the consumption by selling corn meal at a lower price. Through the Federal Food Board a ruling was made requiring bakeries to use corn meal as a substitute during this period of surplus supply. The result of these efforts was that forty million pounds of corn meal was distributed in about a month through the trade into channels of consumption, a large part of which, without the intervention of the Commission, would have spoiled and been lost as human food.

Increase and Decrease in the Use of Various Cereals and Flours

After the issuance of regulations by the United States Food Administration limiting the sale of flour and compelling the grocer to sell substitutes with each sale of flour, a study was made of the volume of trading in the various cereals and flour. The inspectors of the Division visited 230 stores in Greater New York to ascertain if the sale of flour had decreased, and if so, to what extent, and the extent to which the sale of cereals had increased, if any. The results of this investigation showed that the sales of wheat flour in the grocery stores of Greater New York had decreased in 1918, as compared with 1917, by 53 per cent, and that the sales of cereals, including corn meal, oatmeal, rice, barley and package cereals had increased 70 per cent, showing that the wheat conservation measures had materially decreased the consumption of wheat flour in Greater New York. The wheat flour thus saved was made available for the feeding of our soldiers and the people of the countries associated with us in the war.

Sale of Foodstuffs in Bulk vs. Package

Through years of persistent and costly advertising the public has been able to believe that there is some superior virtue in grain foods sold in packages under various standard brands, that the same foods in bulk do not possess. The consumer purchasing foods in packages or cartons not only paid for the cereal but also for the package or carton, which was of no use to her as a foodstuff, for the advertising and a goodly margin of profit besides. In view of the shortage of labor and the high cost of material from which packages are made, the Food Commission has discouraged the sale of package goods of this kind. The first step was the quoting of grain foods in the price lists issued by this department on the bulk basis. Publicity was given to the fact that standard grades of cereals could be secured without buying packages, with a resulting increase in bulk sales as compared with package sales, and a proportionate saving to consumers.

Operating Expenses of Feed Dealers

Before the creation of a Bureau of Animal Feedstuffs, numerous complaints of overcharging and fraud in the sales of feeds were investigated by the Albany office of the Commission and by the New York City office. Whenever it was possible to bring action against a feed dealer for taking profits in excess of those allowed by the United States Food Administration, this was done. Out of the controversies as to increased costs involved in sale of feeds, however, arose the necessity for an investigation by the Division of Distribution to ascertain the costs and operating expenses of concerns selling hay, grain and feed and especially the expenses involved in the sale of bran. This investigation covered the expenses of all such dealers doing business in Greater New York and showed that the average total expenses in selling bran amounted to about \$4 per ton. The range, however, varied from \$2.50 to \$8.50 per ton. To check up these figures secured by investigators, a questionnaire was formulated and sent to every dealer in hay, grain or feed doing business in Greater New York. On the basis of the answers on these questionnaires the margins of profit for all concerns were ascertained.

Nine concerns who were found to be profiteering were referred to the Complaint Division for legal action.

Regulations for Enforcement of Meatless Days

Following the order of the United States Food Administration declaring certain days of the week meatless days the Division of Distribution instituted a system of reports from wholesalers showing their meat sales for each day of the week. In this manner a check was obtained upon the restaurants, and the reports were followed up to find out whether or not the restaurants were selling meat on meatless days. Inspectors were assigned to visit the hotels, restaurants and public eating places in various sections of the city, which resulted in a more general adherence to the regulations of the Food Administration.

The issuance of the meatless day regulations came with such short notice, however, that it left the wholesale butchers of Greater New York with approximately one-half million pounds of meat on hand which had been ageing for some time and could not be preserved by refrigeration, although still fit for human consumption. Meats used by restaurants are customarily aged from three to six weeks to make them tender. Any meat thoroughly aged or in the process of ageing cannot be placed in cold storage refrigeration. If this is done the meat when taken out is no longer compact. To save the threatened enormous waste of meat, conferences were held with the butchers and hotel and restaurant men, which resulted in slight temporary modifications of the meatless regulations permitting the more frequent serving of this meat in public places.

Milk Prices Fixed by Federal Milk Commission

From the outset, the State Food Commission has had no jurisdiction over the determination of prices of milk in New York State, this being a matter for which the United States Food Administration has assumed direct responsibility. In November 1917, a Federal Milk Commission was appointed by Mr. Hoover by agreement with the organized milk producers and milk distributors, to fix the prices of milk for the district supplying New York City. The power of this Commission consisted entirely

in the pledge of the Dairymen's League representing the greater portion of the producers and the New York Milk Conference Board representing the most important of the distributors, to abide by the prices fixed by the Commission. The members of the Commission serve without pay. Hearings and meetings were held in New York City during the month of December and at least once a month in the months following, up to the end of June, for the purpose of fixing prices to the producers and to consumers. In June the question of whether or not the Milk Commission should continue in existence, was seriously considered on account of the withdrawal from the agreement of several of the important elements in the milk industry.

Regulations of Ice Supply and Distribution

The prospect of a shortage of ammonia, which is essential to the manufacture of artificial ice and which is also used in the manufacture of munitions, caused considerable alarm in the winter of 1917-1918 over the possibility of an ice famine the following summer. At the first suggestion of such a possibility, the Bureau of Distribution and Transportation instituted an investigation of the entire situation and proceeded with plans to insure an adequate supply for New York City and other cities of the State. Data was collected regarding the capacity for production and storage of natural ice along the Hudson river and other places. A system of weekly reporting as to the amount of natural ice put up in each commercial ice house in the State was established. Conferences were held with the leading ice dealers doing business in New York City resulting in an agreement by these dealers with the food administration to place contracts for large quantities of natural ice, thereby insuring the protection of the public in spite of any possible ammonia shortage.

Before the signing of these contracts had been completed, however, the State Legislature passed a bill creating former Governor Benjamin B. Odell Ice Comptroller with complete jurisdiction over the distribution and manufacture of ice in New York City and the production of natural ice along the Hudson river up as far as Albany. An appropriation of \$25,000 was made to reimburse natural ice producers for any excess supply which they

might not be able to dispose of, in order to stimulate maximum harvesting of natural ice. Inasmuch as the State Food Commission had no longer any jurisdiction over ice distribution in New York City after the passage of this act, the agreement brought about by it was dissolved and all responsibility for the conditions turned over to the Ice Comptroller.

The act of the Legislature made no provision, however, for regulation of ice distribution in up-State cities and in April, 1918, the State Food Commission created the position of Ice Comptroller under the State Food Commission and appointed former Governor Odell to this position, thus giving him the same jurisdiction up-State as in New York City. Ice was declared a "necessary" in the terms of the Food Commission Act and rules were adopted by the Commission requiring all ice dealers in the State, outside New York City, to secure a license from the Commission. Where the conditions required, maximum prices were fixed for the retail sale of ice in up-State cities, it being the purpose always to keep down the price to the small household consumer and apply any necessary advances only to the commercial retail trade.^a

Work of the Traffic Division

In response to the great demand made upon the State Food Commission to secure the release of food products from freight embargo, to assist in the location of lost freight cars and deal with other difficult traffic problems, a traffic division was established under the Bureau of Distribution and Transportation. An experienced traffic agent was secured by the Commission on part time, his services being donated by the Texas Oil Company. This traffic agent, together with a volunteer worker assigned to assist him, has located a large number of lost freight cars containing food, obtained release from embargo of necessary food shipments and shipments of materials essential to food industries. During the period at which congestion was greatest, as a result of snowstorms and bad weather conditions, as many as thirty or forty appeals came into the office of the Commission in a single day. By co-operation with the county food administrators and

^a By September 1, 1918, approximately 850 licenses had been issued to dealers of ice outside New York City by the Commission.

other officials throughout the State, the traffic agent and his assistant have rendered invaluable service both to farmers and to shippers.

In addition to tracing cars and getting them released from embargo, the Traffic Division has, with the assistance of the Bureau of Markets of the United States Department of Agriculture, aided shippers and consignees, by inspection and examination of carloads of foodstuffs, to determine their grade and condition.

Some idea of the volume and importance of the work done by this division may be formed from the fact that in the month of March, 1918, 365 cars were traced and four empty cars obtained for shipments of foodstuffs or containers. In April 175 cars were traced and nine empty cars obtained for shipment of foodstuffs and containers. In May 199 carloads of goods, including 44 less than carloads, were traced, while 13 permits were obtained for the movement of certain foodstuffs against which an embargo existed.

In March 20 carloads of goods were inspected with the aid of the Bureau of Markets to determine their grade. In April 14 carloads were inspected, and in May 34 different shipments inspected for the same purpose. In March alone action was taken by the Traffic Division to secure the prompt disposition of 269 consignments of foodstuffs being sold by various railroad companies at their lighterage stations. In April, cases involving over 250 cars of foodstuffs held at railroad lighterage stations were disposed of by this division. In May similar cases affecting 76 cars held at lighterage stations were acted upon.

One of the constructive accomplishments of the Bureau of Distribution and Transportation has been the drawing up of a standard form of contract for the sale of perishable foodstuffs. Its purpose is to have the buyer and seller agree to arrange for inspection under the direction of the Federal Food Board as soon as the cars are placed at a terminal railroad, the certificate of inspection being accepted as final. In the event of a different variety or inferior grade than that called for by the agreement, the agreement provides that the Federal Food Board and the State Food Commission shall determine the market price for the buyer and seller.

Arbitration and Adjustment of Disputes Over Food Shipments

Growing out of the work of the traffic division, the arbitration and adjustment of disputes over food shipments has grown to be one of the important functions of the Food Commission and the Federal Food Board. Controversies between shipper and consignee, arising over shipments of potatoes, cabbages, turnips, lettuce, cornmeal or other perishable food products, are brought to the Commission for settlement and adjustment. Hearings, attended by representatives of both parties concerned, are held in all such cases, and in a great majority it is possible to effect a prompt settlement and avoid resort to the courts and deterioration of the food during long delays. An arbitration board, composed of the director and assistant director of the Bureau of Distribution and Transportation and two volunteer assistants, was formed to sit on such cases. During the month of May alone 95 controversies were brought before this board, 51 hearings held and 45 decisions handed down. Much confusion has been caused by cars of foodstuffs refused by consignees who claim that the consignors shipped the goods on their own initiative and not on order. In these instances the carrier has been advised to sell for the account of "whom it may concern" so that the food does not spoil while the question of ownership is being settled. Where the contents of a car are perishable, the consignee is instructed to unload and save whatever food is still in good condition. The contents of many cars are found to be for export, and their removal is naturally delayed, due to inadequate shipping facilities. In a great majority of cases where the foodstuffs are for domestic consumption cars have been promptly unloaded.

In many of the cases just awards have been difficult to make because the carrier, which is not under the control of the Food Administration, has been found to be at fault. A suggestion has been made to Washington that arrangements be made with the Railroad Administration so that when disputes of this sort are heard, the carrier can be made a party to the proceedings. This would mean prompt justice, and a speedy settlement of railroad claims, thereby releasing a large amount of capital now tied up in such claims.

Trade Organization

The necessity for establishing machinery through which the State Food Commission and the Federal Food Board might keep in continuous contact with the various food trades was apparent at the outset. A Division of Trade Organization was created for this purpose with a man at its head who was thoroughly familiar with the food trade through former experience as educational director of the National Association of Wholesale Grocers. Its activities are based on the principles of close and friendly relations with all trade groups. Its function is to interpret the regulations of the United States Food Administration and the State Food Commission to the food trade and to aid the trade in volunteer compliance with them. The division serves as an agency through which the department may familiarize itself with trade practices and avoid disturbing legitimate trade custom.

The direct result of this division's efforts has been the bringing together of various common interests among food dealers, and the formation of trade committees representative of the various trade groups for the specific purpose of co-operating with the food administration. The assistance of such committees is needed to make possible the adaptation of previous trade practices to new rules and conditions, to preserve the proper relation of prices, and to establish on the soundest economic basis possible the relationship between the consumer and the trades and between the trades and the producers. For example, fifteen different organizations concerned with manufacturing or distributing bakery products, including the large wholesalers, the medium sized wholesalers, the small wholesalers, the rye-bread bakers, etc., have been brought together under one committee, through which the Commission is able to secure co-operation in the observance of the regulations relating to bakery products. A similar committee has also been formed among the various groups of retail grocers, including five different retail grocers' organizations, seven different Hebrew retail grocers' organizations, the chain stores which are unorganized, the large retail jobbing grocers and the delicatessen dealers. The wholesale grocery trade has also been brought together into a committee, including the large wholesale grocers, the small Hebrew wholesalers and the Italian jobbers.

To aid the observance of the regulations relative to meat, committees have been formed of kosher butchers, progressive Hebrew butchers and non-kosher butchers.

The bakers, grocers and confectioners have been brought of necessity into conference more than any other groups, because of the fact that wheat and sugar were the two food staples most extensively and continuously affected by rulings of the Food Administration. These committees are always ready and willing to attend meetings, act in an advisory capacity, and to assist in bringing fellow members of their trades into line with suggestions or rulings promulgated. It is interesting to note here that some of the trade groups had no organization through which they could be brought together for consideration of their common problems until they were stimulated to form such associations at the suggestion of the trade organization division. These trade groups thus brought together have been so pleased with the new relation and the benefits they have had from it that they will continue it indefinitely. The elimination of vicious practices and the establishment of good fellowship in the trades can easily be traced to the spirit of co-operation which has developed out of the contact which these trades have had with the State Food Commission and the Federal Food Board.

In the process of adjustment of trade practices to conform with the rulings of the Food Administration, trade difficulties and problems have arisen, particularly in the foreign element of the baking industry. In the attempt to modify their baking customs in the use of wheat substitutes, many bakers were threatened with the loss of patrons and consequent financial ruin. By calling to their aid experts in the baking trade who could speak the same language and who had solved the problems involved and were ready to lend a helping hand to any baker brought to their attention by the Federal Food Board, it was possible to save them from disaster.

The work with the various trade committees is supplemented by the distribution of educational literature interpreting and explaining the rules and regulations applying to the different trades.

It has been the function of this division to assist the trade

and the public by bringing about a more equal distribution of any surplus supplies of sugar and flour that may be available. This work has been the means of saving many stores and bakeshops from going out of business, because they could not secure their supplies through the regular channels.⁹ Valuable aid has been given the bakers in permitting them to use the trade organization division as a clearing house for complaints against flour jobbers,¹⁰ bakers' supply houses and wholesalers in the matter of unfairness in the sale of substitutes with wheat flour.

The assistant director of the Bureau of Distribution and Transportation, who is in charge of this division, confers with the county food administrators in up-State counties and keeps them informed as to the regulations issued by the United States Food Administration and the State Food Commission, and the method of enforcing these. Uniformity of policy and administration is thus secured through this advisory contact. In case the county food administrators are confronted with a serious shortage of supplies, he assists them in getting a relief supply. He makes visits to the principal cities up-State, and aids the county food administrators in establishing local trade committees and in securing the co-operation of the large food dealers. A large chain store operating bakeries up-State has, for example, voluntarily agreed, at the suggestion of the head of this division, to stop the baking of pastry during the war.

At the close of this fiscal year arrangements are being made for complete control of the sugar and flour distribution in New York State through a system of certificates issued to all retailers permitting the purchase of these two commodities, on the basis of their consumption during the previous year. All manufac-

⁹ A special Committee on Excess Stocks of Cereal Products which was organized by this Division proved most helpful in the redistribution of flour and cereals.

Bakers weekly reports from 3800 bakers doing business in Greater New York were received and examined by the baking section of the Trade Organization Division. These reports showed how much wheat flour the bakers purchased, also the quantity of substitutes purchased, amounts on hand and amounts used each week.

¹⁰ Through the formation of a special committee of flour jobbers co-operation has been developed in regulating the purchases of wheat flour and substitutes by bakers in conformance with rules of the Baking Division.

turers using sugar in New York State were put on a certificate basis in May. This meant rationing approximately 9,000 manufacturers. The extensive organization required to administer this machinery for controlling sugar and flour distribution will be furnished by the United States Food Administration, and placed under the direction of the Division of Trade Organization.

Other activities engaged in by this division have been the carrying on of a campaign for the "cash and carry" plan as a war-time measure for all retail dealers in foodstuffs, a campaign for the early closing of retail food stores as a general conservation measure, and the enforcement of the fuel regulations in effect in January, 1918, affecting food manufacturers.

Settlement of Labor Disputes in Food Industries

Because of its intimate contact with the food industries, the Bureau of Distribution and Transportation has frequently been called upon by both employees and employers to help bring about settlements of labor disputes. The constantly rising cost of living and the shortage of labor has made adjustment in wage scales and in working conditions necessary in many lines of food trade. Differences in opinion between employees and employers over the terms of these adjustments have in some cases threatened to result in strikes that would seriously affect the food supply of the city. Whenever possible, such cases have been referred to the Bureau of Mediation and Arbitration of the State Industrial Commission, but direct requests from both parties to arbitrate or aid in mediation have been accepted. And whenever food was in danger of being lost because of these disputes, prompt official action has been taken to save it.

In endeavoring to settle labor difficulties among the handlers of foodstuffs, the immediate moving of food that might otherwise be wasted has always been insisted upon pending arbitration of the demands of the workers. In all such cases the workmen have agreed to move and deliver the foodstuffs in question, and arbitration has brought about a mutual understanding and a better working plan for employees and employers.

The strike which occurred amongst the handlers of dressed poultry was one of the most dangerous strikes from a food loss

standpoint. As this strike occurred during the hottest period of the year, the dressed poultry left upon the docks would have been utterly spoiled. The feeling between the employees and the dealers was greatly strained and the sentiment of both parties was to hold out indefinitely. A representative from this board was successful in changing the point of view of both parties so that they agreed to arbitration, the employees, in the meantime, having agreed to move the poultry. Agreements were reached whereby both dealers and employees were perfectly satisfied.

In another strike occurring among the truck drivers who deliver poultry from the freight terminals to the slaughter house, an appeal was made by the dealers to the bureau to mediate. The employees were antagonistic toward arbitration but finally agreed to submit their demands and rest their case with the director of the Bureau of Distribution and Transportation and to move the poultry pending his decision. Numerous small strikes among the egg candlers and handlers of fish have also been adjusted by this bureau.

Largely by the efforts of the assistant director of this bureau, in charge of the Division of Trade Organization, a general strike was averted in the Hebrew baking industry that would have caused much suffering among the poorer population of New York and would have contributed to the waste of food products. After three weeks of mediation by a special representative of the United States Department of Labor, a representative of the State Industrial Commission and a representative of the State Food Commission, all attempts to arrive at a settlement were thrown aside by the industry. Only through the influence exercised independently by the Bureau of Distribution and Transportation of the Commission was a compromise finally effected. Prior to this time the relations between the employer and the employee in the Hebrew baking industry were a constant source of contention and ill feeling. This settlement has been the means of bringing about a better feeling which should assure future peace in the industry.

CONSERVATION

The term "conservation" has been used by the State Food Commission to denote the Food Administration's activities having to do primarily with promoting saving and substitution in the preparation and consumption of foods. Upon the Bureau of Conservation of the State Food Commission has rested the responsibility for reaching the million and more of housewives of all nationalities within the boundaries of New York State, with the message of individual voluntary food saving, upon the response to which Mr. Hoover and the nation have so largely depended.

"We have founded the Food Administration on voluntary effort," Mr. Hoover has declared. "We have no desire to depart from this idea, but if we are to accomplish this problem it must be accomplished by the voluntary effort of the intelligent people, the influential people of the community. If this democracy has not reached such a stage of development that it has in its people the self-denial, voluntary self-denial, willingness to sacrifice, to protect its own institutions and those of Europe from which our own were bred, then it deserves to go down."

Through the Conservation Bureau the people of the State have been helped to put their voluntary effort into intelligent practice in their use of foods.

This Bureau has not had only the task of impressing the individual housewife with the importance of following food regulations but of showing her how to do it. It has shown how to use foods that are plentiful in place of foods that are needed for shipment abroad to keep our allies from suffering and starvation.

The problem has not been one of saving as much as of substitution. At no time so far has there been danger of insufficient food in this country provided we adjusted our food habits to make full use of the good foods that were abundant.

The accomplishment of the educational task of this Bureau is made many times more difficult by the polyglot character of the State's population. The enormous Jewish immigrant group has food habits of its own quite distinct from those of the native



ONE OF THE THRIFT KITCHENS.

Summer Canning Demonstration Operated by Conservation Bureau of New York State Food Commission at Public School 97, Brooklyn — Three Days' Output.



HOW TO SAVE WHEAT.

Victory Bread Exhibit at New York State Grange, Syracuse, N. Y., February 1917 Made by Conservation Bureau, New York State Food Commission.

American and which are involved with questions of religious doctrine. The Italian lives upon an almost entirely different diet. The Poles, the Bohemians, the Scandinavians, the Greeks, the Russians, the Spanish — all have to be approached in terms of their own experience when it is proposed that they eat more of one thing and less of another.

In formulating a program of food conservation for New York State the Bureau has determined upon the following principal lines of activity:¹

1. *To cooperate with the United States Food Administration in aiding consumers to adapt themselves to the food situation and comply with the regulations.*

2. *To teach by demonstrations the best practices of purchasing and preparing food stuffs, with the idea of improving the nutrition of the people.*

3. *To correlate the work of food conservation with food production by encouraging the consumer to utilize foods of which there are surplus supplies.*

4. *To teach economy in the use of foods.*

The State program conforms, of course, to the national program of the United States Food Administration, which is designed to bring about the maximum possible saving of wheat, meat, sugar and fats, and the use of those foods of which there is an abundant supply.

In the execution of the Conservation Bureau's program definite territorial divisions of organization are adhered to. The Conservation Bureau centers its interests upon the cities, leaving the rural propaganda, by agreement, largely to the State College of Agriculture. Uniformity is assured by the fact that the Home Economics Director of the State College also acts as Deputy Director of the Conservation Bureau. The adaptation of the program in New York City is treated as a separate problem from the rest of the State and has been under the immediate

¹ The special features of this general program of food conservation for New York State are developed from month to month by a State Executive Committee on Conservation, consisting of Director H. E. Babcock, Deputy Director Dr. Mary Swartz Rose, Miss Flora Rose of the Home Economics Department of the State College of Agriculture and Miss Katherine Glover, Publicity Director of the Bureau.

supervision of Dr. Mary Swartz Rose, Deputy Director of the Bureau. The up-state activities are directed and supervised from the office of the Director at the State College of Agriculture in Ithaca. Branch offices are maintained in the up-state districts in the cities of Buffalo, Jamestown, Rochester, Syracuse, Rome, Utica and Albany. These offices are in charge of city conservation agents and are furnished by local committees cooperating with the Bureau. Local initiative and sense of responsibility are encouraged to the maximum in developing the work in each community. The work of the Bureau is closely associated with the work of the two Federal Food Administrators both up-state and in the New York City districts. The field agents of the Bureau in all up-state cities are attached to the staff of the county food administrators.

The Conservation Bureau serves as the engineering staff for the army of volunteer and paid workers who, through one agency or another, carry on the food campaign in every city and town of the State. It does the necessary research work. It puts at the disposal of the untrained housewife the best available scientific knowledge of the big university laboratory.

While each community is encouraged to develop its conservation work in the way that seems most effectively to meet its own needs, special state-wide campaigns are from time to time found to be necessary to meet the situations demanding energetic action. In these campaigns, special bulletins of tested recipes and practical information in lots of from 200,000 to 600,000 have been prepared and given distribution and publicity through the agents of the Bureau, the home economics divisions of the county farm bureaus and the county food administrators. A great variety of instructive material on food preparation has been mimeographed for more limited distribution. Exhibits and plans for exhibits are prepared to show graphically the value of the foods people are urged to use and the reasons for saving those they are asked to conserve. In every locality it has been the plan to work in close cooperation with such organizations as county councils of defense, women's clubs, mothers' clubs, civic bodies, educational and religious institutions, labor unions, fraternal societies, chambers of commerce and boards of health.

Food Conservation Publicity

The food conservation publicity is directed by a Publicity Director for the Bureau, whose services have been donated to the Food Commission. This conservation Publicity Director furnishes material both to the field workers and to the newspapers direct. News articles for release are sent to the daily and weekly papers throughout the State outside of New York City. The latest messages from the United States Food Administration are interpreted for local conditions. In addition to special news material, the newspapers have been supplied with two regular features for use in their columns for women: one, a *Food Question Box*, answering the questions of housewives on food conservation; the other, a series of *Victory Menus*, giving menus and recipes which conform to the immediate food situation. Special feature articles are also prepared for magazines and Sunday papers. This Division also has charge of the up-state distribution of bulletins and other circular material. The circulation of the War Time Conservation Bulletins totaled 3,350,000 copies.

Wheat Saving

The first state-wide campaign was for the purpose of instructing the people of the State in the use of substitutes for wheat flour in breadmaking. Recipes for breads in which substitutes were used in various percentages were worked out in the Home Economics Departments of the State College of Agriculture, at Cornell, and Teachers' College, Columbia University. The breads were tested by serving them in the large cafeteria operated by the Home Economics Department at Cornell. The recipes were then printed in a bulletin entitled, "Wheat Saving Breads," which was widely circulated. Exhibits of the new substitute breads were put on at several big gatherings where representative people from all over the State were present. Small loaves of the different kinds of bread were sold as samples. The agents in the various branch offices and the home economics demonstrators working in New York City, all conducted demonstrations of the making of these breads for audiences of housewives, day after day, for several weeks. The government's requirement that all purchases of flour for family use be accom-

panied by a purchase of an equal amount of one of a list of substitutes, made it necessary for the housewife to learn how to use her substitutes. Great interest was, therefore, taken by the women generally in the demonstrations and the literature. Four hundred thousand copies of a bulletin called: "The Use of Cereal Substitutes," were distributed in this campaign.

Additional methods for using substitutes and saving wheat were described in two other bulletins, "How to Use Wheat Substitutes" and "Without Wheat," for which there has been a great demand.² A smaller flyer called: "Wheat and What," was issued by the New York City office for distribution by grocery stores, to show their patrons at a glance what are allowed as substitutes and how they can be used. Another bulletin on "Wheatless Recipes for Smaller Institutions" has been prepared and issued by the Bureau's staff in New York City, to meet the needs of boarding houses and small institutions.

A special campaign to promote the use of cornmeal proved necessary in May, 1918, because of the surplus in the New York City market that was in danger of spoiling. The distribution of literature on the use of cornmeal and the various forms of publicity employed, resulted in such a marked increase in consumption that serious waste was prevented.

During the winter and spring, conditions for shipping potatoes which farmers, who had been unable to dispose of their 1917 crop, had on hand, were very poor due to the unseasonably cold weather and the bad condition of the roads. This together with the fact that there was an unusually large quantity of potatoes carried over, made it very evident that there would be a surplus of potatoes dumped on the market in the spring, which would drive the price down to a point where farmers would be discouraged from making a normal planting in 1918. To avoid a catastrophe of this kind and to protect the farmers, and at the same time add to the saving of wheat by the substitution of potatoes in the diet of our people, a state wide advertising campaign was put on which sought to increase the

² These and any other of the bulletins issued by the Conservation Bureau can be secured by writing either to the Ithaca or New York City offices of the Bureau, or to the State Food Commission, 205 State Street, Albany, N. Y.

consumption of potatoes, particularly by their substitution for wheat.

Special attention was given to this campaign in New York City, the big market for the up-state potato. The Food Council of Greater New York, a large voluntary organization for war food work,³ aided in the distribution of flyers urging the use of potatoes and bulletins containing recipes for delicious dishes that can be made with potatoes. The Bureau of Distribution and Transportation brought about a general agreement among the dealers to reduce the retail price of potatoes to a minimum that would make them really a cheap food for the poorer population. The moving picture theatres cooperated by permitting screen announcements asking people to utilize "the homely spud." Catchy slogans about potatoes were featured in all the publicity material and a score or more of posters illustrating these slogans were donated by art students. Store keepers were given suggestions for window displays. Public school cooking classes made a specialty of potato dishes and hotels and restaurants featured them on their menus.

As a result, the demand for potatoes was considerably strengthened, and for the most part farmers were able to dispose of their salable stock. So successful were the methods used that the United States Food Administration adopted them in furthering its efforts to increase the consumption of potatoes all over the country.

Milk and Dairy Products Campaign

The Agricultural Census taken by the Food Commission in February brought out the startling fact that added to the decrease in the raising of heifer calves of 25 per cent in 1916, there was a further decrease of 33 per cent apparent February 1, 1918. The census figures also showed that apparently in 1915 an unusually large number of calves were raised, so that during the spring of 1918, there were as many, if not more than the normal number of cows producing milk. This resulted in a situation whereby production for 1918 would evidently be normal,

³ See page 81.

or above normal, but would fall very rapidly thereafter, as the short crops of heifer calves began giving milk.

In the face of this situation, owing to the increase in the price of milk to consumers, made necessary by increased costs of production, transportation and distribution, and to the fact that a large number of consumers were mistakenly of the opinion and, in fact, had in some cases been officially advised that dairy products should be conserved, the dairy industry was placed in a very serious predicament.

Believing that consumers should know the facts in regard to the dairy situation, the State Conservation Committee launched a campaign of education. Its object was the demonstration to them of the vital connection of good nutrition with the use of dairy products, and the pointing out that if the dairy industry was to be preserved, they must come to its rescue and buy liberally all dairy products at prices which would cover the costs of production.

Three bulletins were prepared and distributed during this campaign, entitled, "Milk as Meat and Drink," "Seven Commandments in Daily Food Buying," and "Milk the Best Food Investment."

In addition to the usual publicity and demonstrations by the field workers, the campaign was furthered by milk exhibits in the Grand Central Terminal in New York City, and in the various New York Central stations up-state. It culminated in the National Dairy Farm Exposition, held in the Grand Central Palace, from May 20-25, 1918, and formed an important feature of the exhibits at the Patriotic Food Show at the Grand Central Palace, June 14-24.

Community Kitchens

In connection with practically all of the branch offices, in up-state cities, community kitchens are maintained by the local conservation committees with which the Bureau cooperates. These community kitchens are designed to be the headquarters for all food conservation activities in the cities in which they are located. They also afford facilities for community effort in the canning.

and preserving of perishable foods. As centers for information and instruction on food preparation they are a complete success. Whether or not they will be able to endure permanently, however, as institutions for community canning and preserving of fruits and vegetables, depends very largely on whether they can be put on a self supporting basis.

The Buffalo "Thrift Kitchen" includes a dehydration plant in charge of a man trained in the European methods of drying vegetables and fruit. Quantities of surplus fresh vegetables and fruits from the Buffalo market are saved every week in this plant and sold to the public for winter use. Simple methods of home drying are demonstrated and instruction given in judging the quality of the finished product, there, and in the community kitchens of other cities as well.

At the close of this fiscal year plans are completed for the operation of forty canning centers by the Conservation Bureau in New York City, in public school buildings during the summer months. The New York City Board of Education appropriated \$4,000 to cover teachers' salaries and supplies necessary for the operation of these canning centers.⁴

The Victory Special

As an additional means of reaching the people, the Bureau, cooperating with the College of Agriculture, has maintained a demonstration train which has been operating over the principal railroads of the State. This train is made up of two cars, one devoted to food exhibits, and the other to demonstrations and is manned by two demonstrators. It is carried free over the railroads and the demonstrators are given passes so that it is possible to reach a large number of people with a minimum amount of expense.

At the date of this report the Victory Special has visited over 100 towns and reached directly more than 10,000 housewives. As many as 1,850 persons have visited the train for instruction in one

⁴ During the six weeks the canning centers were open, 10,000 women attended the classes and over 30,000 quart jars of fruit and vegetables were canned. A can of vegetables which would cost 18 or 25c. if purchased at the store, was canned for 10c. It is estimated that almost three-quarters of the women had never before canned vegetables.

week. It has covered both sides of the Hudson Valley and the New York Central lines; Long Island on the Long Island lines; Albany to Binghamton over the D. & H. Railroad, and will operate from Binghamton to Buffalo over the lines of the D. L. & W. Railroad; and from Buffalo back to Albany over the New York Central.

Conservation of Sugar

The problem of reducing the household consumption of sugar had been more difficult than any of the other food conservation problems. In this more than anything else the Food Administration has relied upon "the willing self-denial" of the people. As a nation we are great consumers of sugars and sweets. While there are substitutes they are not nearly equivalent nor so plentiful as the substitutes for wheat flour. There has furthermore been no enforced purchase of sugar substitutes by the housewife. If she chooses to she can evade the voluntary ration for families, where there is no individual card system as in Europe.

The preparation of recipes, in which the use of sugar is reduced to a minimum, and the demonstration of the use of other sweeteners beside sugar are important and continuous functions of the Conservation Bureau. Two hundred and fifty thousand copies of a bulletin entitled "Sugar Savers" have been distributed and another bulletin called: "Sugarless Sweets" has also been in great demand.

As a means of increasing the production of a valuable sugar substitute, the Bureau issued early in 1918 a special bulletin on "Maple Syrup and Sugar Production." This gave detailed instruction for the tapping of trees and preparation of the syrup and was distributed in the sections of the State in which sugar maples are plentiful.

For the Meatless Day

Through its public meetings and its various channels of contact with the housewife and the cook, the Conservation Bureau has advocated less consumption of meat not only for conservation but for health. Emphasis has been placed primarily on the greater food value of other cheaper protein foods, such as milk, cheese and

beans. Among the Bureau's bulletins in greatest demand is one called "For the Meatless Day." It gives methods of preparing a wide variety of meatless dishes with all the muscle building, strength-giving value of the expensive cuts of meat. One of the activities of the Director of the Bureau of Conservation, which is more or less directly connected with meat conservation, was the supervision of the work of three agents loaned by the Bureau of Animal Industry of the United States Department of Agriculture, who were engaged during the month of June, 1918, in promoting the consumption and manufacture of cottage cheese. The result has been an enlarged market for the surplus of skimmed milk and a wider use of a wholesome and valuable meat substitute.

New York City Problems

The extremely severe winter of 1917-1918, together with the rising prices of food, fuel and clothing, made life very difficult for the poor in New York City's congested districts. A special inquiry made under the direction of the President of the Commission revealed very general evidence in support of the estimate of the New York City Department of Health that there were over 200,000 undernourished children within the city.

To meet such a situation the New York City staff of the Conservation Bureau obviously could not go out to preach food saving. A positive program of education in food using, accompanied by reduction in prices of necessities, was needed. The problem of primary importance was that of teaching mothers how and what to feed their children. Among the foreign-born families there was also frequently the problem of showing them how to use some comparatively cheap and plentiful American food, in place of an expensive imported food to which they had always been accustomed. To the Italians with their love for white bread and spaghetti, the use of the wheat substitutes seemed impossible. Until shown how to cook oatmeal and how delicious it could be, many an Italian tenement woman threw the substitute she was required to buy with flour, into the garbage can. To the Bohemian household the scarcity and high price of meat meant less food for the family, not a change from meat to something else.

Among the foreign-born housewives, there are few clubs, church

societies or other organizations through which they can be easily reached. Some belong to mothers' clubs and settlement groups, but the majority belong to no organizations and leave their homes only to go to market or to church. To reach them the home demonstration was tried out and found most effective. The demonstrator goes to a tenement house where one of the women of the neighborhood has agreed to give the use of her kitchen. All the women of the tenement are invited to come into their neighbor's kitchen. If the demonstrator does not speak their language, every word is translated as she describes the things she is making. Only the utensils in the home are used, proving that the dishes can be prepared with simple equipment. Economy is practiced but never preached. When the dish is cooked it is divided among the women and children present so that they have a chance to taste it for themselves.

The various social settlements have placed their facilities and their intimate knowledge of neighborhood conditions at the disposal of the Conservation Bureau. The domestic science departments of the public schools have cooperated to the fullest extent. Special "food weeks" have been conducted with the help of local agencies in the foreign neighborhoods all over the city. The approach to each racial group has been related to its own special food problems, and plans are now under way for organizing food educational work among one or more of the largest immigrant groups in such a way as to utilize their own leaders and their own group consciousness to a greater degree than has yet been possible. Several special bulletins adapted to the food habits of the respective races have been printed in Yiddish and Italian.

In the summer, home demonstrations have been somewhat superseded by talks and demonstrations to mothers at the public playgrounds and at Coney Island. The mothers with their children come to the playground, in one corner of which the demonstrator works, using a small portable stove and cooking dishes easily prepared. While the women watch their children nearby, the demonstrator answers their questions and tells them the latest food regulations. The "sand pile" of the Kindergarten Mothers' Club at Coney Island rivals the community kitchen as a summer time food educational center. Simple talks

on food for children and demonstrations of the preparation of some of the dishes reach on an average of 200 women a day, a greater number of foreign born women than it has been possible to reach daily at any other one gathering place.

Another method of reaching the immigrant women has been to take the demonstrations and exhibits to the pushcart market where she buys most of her food. In a small stall among the pushcarts, in the heart of the lower East Side, the Food Commission demonstrator gathers the women around her and arouses their interest by short object lessons.

In the period from March 10 to July 1, 1918, 767 public demonstrations were conducted by the small staff of demonstrators connected with the New York City office and approximately 37,000 people received personal instruction through these demonstrations. These figures are exclusive of the demonstrations at the Conservation Food Show in the Grand Central Palace⁵ in June, at which thousands were reached. The women who attend these demonstrations interest and instruct others, so that the results accomplished cannot be measured in numerical terms. The scope of the demonstration work is being widened by the training of volunteer workers in classes instructed by the experienced staff demonstrators.

Summary

By the persistent and effective efforts of the Bureau of Conservation of this Commission and the Federal Food Board, a very large percentage of the housewives in New York State have become interested and have been given practical instruction and help in adjusting to the needs of the nation for food conservation. More than that, they have been led to think more intelligently about the feeding of their children and about their own food. It is not easy for a people notoriously extravagant in

⁵ The Conservation Food Show was conducted by the National League for Women's Service at the Grand Central Palace, June 14th to 22nd, 1918, in co-operation with the Federal Food Board and the State Food Commission. All the public conservation exhibits and demonstrations were under the direction of the Bureau of Conservation.

its use of food, to acquire thrifty food habits, even under pressure of war conditions. Yet to a large extent the people of this State have done so.

The danger of the food shortage resulting in higher food prices is malnutrition, particularly malnutrition of children. By spreading greater knowledge of food values the Conservation Bureau has endeavored to counteract this danger.

The fundamental result accomplished by this Bureau, however, has been the influence it has had toward adjusting consumption to conditions of supply. Waste has thereby been prevented, saving effected and production encouraged.

ENFORCEMENT AND CONTROL

Although it has been the purpose of the Federal Food Board and the State Food Commission to accomplish results as far as possible through cooperation with the trade and through education of the public generally, it has been necessary to take drastic action against many violators of the federal and State regulations in order to bring about compliance. The publicity accompanying the prosecution of large or well known dealers has served to impress upon the public the idea that food control is an essential war measure. A clearer understanding and broader knowledge of the regulations have resulted from the wide circulation of facts concerning the more interesting or flagrant cases.

In the investigation of violations and the enforcement of compliance with the food regulations the activities of three agencies within the department have been concerned: the Legal Bureau, the Bureau of Licenses, and the Division of Complaints. The functions of these are closely allied.

The duties of the Legal Bureau include the prosecution and trial of violators of the rules and regulations made under State or federal authority, the advising of dealers in food stuffs regarding interpretation of State and federal regulations and the preparation of opinions for the Commission on legal questions involved in the exercise of its powers.

The License Bureau, which is exclusively a branch of the United States Food Administration, and is supported entirely by the Federal Government, takes charge of all matters pertaining to the licensing of firms or corporations by the United States Food Administration; receives complaints against licensed dealers, holds hearings, prepares abstracts of the evidence of violations and makes recommendations for executive action.

The Division of Complaints,¹ which is actually a part of the Bureau of Transportation and Distribution, investigates all complaints involving a violation of food administration regulations, whether State or federal, except such cases against licensees as may be handled by the Bureau of Licenses. Cases, not of

¹ See page 92 (Description of organization).

sufficient importance to necessitate formal proceedings, are handled by this Division itself without aid of the Legal or License Bureaus.

In the enforcement of all the food regulations, the dual power of the combination of the State Food Commission and the United States Food Administration, under the Federal Food Board agreement, proves of great advantage. In the case of a food dealer who is licensed by the United States Food Administration and who has violated the regulations applying to him, for example, a summons issued by the Federal Food Board serves to bring the offender before the Board to show cause why his license should not be revoked, but witnesses in the case are subpoenaed to appear before the New York State Food Commission, the subpoena being issued by the President of the Commission under the State act, because the federal statute does not provide for the taking of testimony and the examination of witnesses.

Where cases involving a question of fact have arisen, formal trials, presided over by the President of the Commission, one of the two Federal Food Administrators for the State, or a County Food Administrator, with the Deputy Attorney General assigned to the Commission as counsel, have been conducted. Frequently lawyers volunteering their services have acted as judges at these hearings. At times the presiding officer has sat merely for the purpose of receiving evidence and taking testimony, and has submitted to the Federal Food Board a report with recommendations for action, or for reference by the Board to the Enforcement Division of the United States Food Administration at Washington.

The regulations of the United States Food Administration, which are designed to prevent hoarding, profiteering and waste, to control consumption in order that the needs of our allies may be met, and to keep food commodities moving as directly as possible from the producer to the consumer, are made effective through a licensing system. Under the Federal Food Act the President of the United States is given power to prohibit manufacture or trade in food commodities, except by persons or agencies holding a license issued by the United States Food Administration. On October 8, 1917, the President by proclamation made it mandatory

for all dealers in or manufacturers of most food commodities to secure such license. Subsequent proclamations have increased the list of food commodities and included animal feedstuffs as well. The licensing power of the federal government applies to all wholesale dealers in such commodities, but only to retail dealers whose gross sales amount to \$100,000 per year or over and who deal in the commodities named. Smaller retail businesses are, however, subject to the provisions of the food control act which applies to hoarding, speculation, combination sales and excessive profits, and also to all the other rules and regulations through the control of the government over the licensees. If a retailer violates any of the rules, the Food Administration may issue an order to its licensed dealers not to do business with such retail dealer and this amounts to excluding him from business.

The following table includes the various violations which have been serious enough to demand formal trial:

1. Exceeding the margin or profit allowed to dealers in the sale of various food commodities. (Most of the cases under this head have been for violating the rules limiting the margins of profit to dealers in flour and sugar.)

2. Selling sugar and flour in excessive quantities.

3. Exceeding the allotment allowed in the use of certain commodities, such as sugar and flour, in manufacturing.

4. Making combination sales, by which is meant that the dealer forces customers to buy other merchandise in order to obtain some necessary article of food.

5. Not selling substitutes with wheat flour.

6. Baking bread with insufficient substitutes.

7. Serving a larger portion of bread per person than allowed.

8. Serving wheat, pork and beef on the days fixed for the conservation of these foods.

9. Hoarding food commodities.

10. Advertising the sale of commodities the supply of which is limited, such as flour and sugar.

11. Charging excessive rates for the storage of food.

12. Making resales of food commodities for the purpose of enhancing their price. (The object of the rule being to keep the goods moving in direct lines from the producer to the consumer.)

13. Selling foodstuffs to unlicensed dealers.

14. Doing business without a license.

15. Unreasonably rejecting food commodities shipped from out of town when a waste of food or congestion of traffic is caused by such rejection.

16. Making inaccurate accounting of sales.

17. Any unfair trade practices or fraud, such as misrepresenting the grade or kind of goods, and selling as fresh food commodities which have been in cold storage.

For violation by licensees of the regulations applying to their business, the Food Administration has only one direct penalty, that is, the revocation of the offender's license and the closing of his business for the period of the war, or for any indefinite period with a promise of reissuance. But it is not always practical or desirable from a public standpoint to impose this penalty. To close a large wholesale business, for example, punishes everyone of the several hundred small dealers dependent upon the firm for their supplies almost as much as the guilty firm itself, and upsets the whole system of controlling allotments of such commodities as sugar and flour through the regular channels of distribution. The customers of the firm are obliged to seek new supply agencies with which they must establish credit, and their difficulties in doing so are reflected in poorer service to the public. The closing up of a large business with much stock on hand or in transit is, furthermore, a difficult task and requires much supervision on the part of the Food Administration. Because of this the Food Administration has frequently given the offender the alternative of closing or making a stipulated contribution to the Red Cross, or some other war charity, proportionate to the seriousness of the offense and in all cases equal to the profit gained by the violation.

The case of Jaburg Brothers is a good instance of a contribution being preferable to closing. This firm has 8,000 customers, most of whom are small bakers. In the present food situation, the small dealer has difficulty in getting sugar and flour, except from his regular wholesaler. Jaburg Brothers were convicted of taking profits on sugar in excess of the allowed margin, but to close them would have worked the greatest hardship on these thousands

of small bakers. A contribution of \$20,000 to the Red Cross was therefore accepted in lieu of revocation of license.

A few of the most flagrant cases will illustrate the principal types of violations.

It was discovered that in the various partnerships and corporations conducted by Mr. Harry Baff, a well known figure in the egg and poultry trade, huge profits were being made because eggs were sold at a higher price than that fixed by the United States Food Administration. He was also guilty of making misrepresentations as to handling. At first Baff's license was suspended for a limited period of time, but when it was found that he was carrying on his business through dummies, his trade licenses were suspended indefinitely.

Another important case arising in the egg trade was that of Swift and Company who were buying and selling large quantities of cold storage eggs at prices in excess of those named by the Government. When these transactions were revealed the business of the Company in New York City was suspended for thirty days and in lieu of a longer suspension, the Company chose to contribute \$3,000 to the Red Cross.

The extent to which some dealers at first utterly disregarded the rules and regulations of the Food Administration is shown in the case of Hyman Sklamberg, a large wholesale grocer on the East Side. He was found guilty of overcharging for sugar, conducting combination sales, and selling sugar in excessive quantities. The penalty inflicted, compelling him to discontinue all sugar business for two months and close his store for one month, impressed upon him and the many smaller dealers on the East Side with whom he dealt, the seriousness of any infringement of the food administration rules.

In exceeding the allotment of flour in manufacturing noodles and macaroni, the cases of the Bellenca Macaroni Company, the principal office of which is at Buffalo, New York, and the Modern Macaroni Company, stand out as the most flagrant violations, because these firms clearly acted with deliberate intention in disregarding the rules which limited the use of flour, whereas many of the smaller dealers were merely ignorant of the meaning and effect of the law. In penalizing manufacturers of alimentary

paste for excessive production and for using a larger quantity of material than was allotted to them, the severity of the punishment, naturally, depends upon the extent of the violation. For lesser offenses the trade license is revoked for a short period varying from a week to a month, but the serious violation of the Modern Macaroni Company was punished by closing the business for one year from June 11, 1918. The flour license of the Bellenca Company was revoked and the macaroni license suspended for two months and in lieu of a greater penalty the Bellenca Company contributed \$1,500 to the Red Cross.

Another case in which a violation of every rule relating to the flour trade resulted in excess profits for the firm was that of Jacob Kulla. The seriousness of his offense necessitated the severe penalty of permanent revocation of the trade license or in lieu of that, a voluntary contribution of \$25,000 to a war charity. The firm chose to go out of business.

The publicity given to the case of the violation of the rules providing for the use of substitutes in baking and for the service of two ounces of bread per person per meal by Whyte's restaurant in downtown New York, strengthened the position and power of the Food Administration in enforcing its regulations. The fact that the restaurant preferred to contribute the sum of \$1,500 to the Red Cross rather than close its business for one week indicated that the penalty involved more than a mere pecuniary loss, and that public sentiment in regard to food control was an element to be considered by the restaurant people.

One case arising at Buffalo, New York, illustrates the indifference of some of the larger flour dealers to the rules. Gus C. Buse, a prominent dealer in flour and cereal, had exceeded the margins in the sale of wheat, rye, corn and barley flours in hundreds of cases, and pleaded in justification of this excess in the margins on wheat flour, that he had a premium service connected with his sales of wheat flour. This premium service involved a system of certificates, one certificate being put in each sack of flour. When the customer collected a certain number of these coupons and presented them together with a certain sum of money, he was entitled to a premium. It was further stated that this premium service cost the dealer a certain amount.

which he should be allowed to add to the cost of the flour. The local county food administrator, however, refused to allow it and the dealer was ordered to refund to all his customers the amounts of his overcharges, to close his business for one week, and to place a sign in a conspicuous place in his business to the effect that he was closed by order of the United States Food Administration for violation of its rules.

Cases involving a violation of margins allowed dealers on feeds have arisen principally outside of the city of New York. In Newburgh three feed dealers were each asked to contribute \$500 to the Red Cross in lieu of any action on their license.

In the first six months of 1918 formal hearings of approximately 175 important cases were held in New York City and the Counsel conducted hearings in cooperation with county food administration in connection with about fifty cases arising outside New York City.

Exercise of State Regulatory Power

The far reaching scope of the federal regulations has made it unnecessary for the State Food Commission to exercise its own regulatory power except to supplement the federal law.

In January, 1918, the New York State Food Commission found it necessary to promulgate rules requiring the labeling by retail grocers of the following commodities exposed for sale: bread, butter, American cheese, cabbage, corn meal, dried beans, eggs, macaroni, milk, oatmeal, onions, prunes, potatoes, sugar, wheat and flour. Such labels are to indicate the grade, kind and price of the commodity. They afford the purchaser a means of checking the prices charged by his dealer with the "fair" prices issued by the Federal Food Board. They also prevent the dealer from offering an inferior grade of any one of these foods under the name of a higher grade, without danger of prompt detection and punishment. The label regulations are, of course, needed mainly in the large cities and towns and were, therefore, put into effect only in counties containing such cities.²

The law creating the State Food Commission provides that a violation of any rule or order made by the Commission is a

² See page 32.

misdeemeanor. On April 23, 1918, twelve cases of those who had violated the label rule were heard by Judge Appleton of the City Magistrate's Court. Six persons pleaded guilty and six were tried and found guilty of violating the label regulations. In one case a fine of \$100 was imposed. In the other cases, however, the court was of the opinion that there had been an attempt to comply with the rules, although compliance had been insufficient, and because these were the first cases, suspended sentence. Three other cases have since been heard and substantial fines imposed.

The Investigation of Complaints

The efficiency and promptness with which complaints against violators of the food regulations have been investigated, is responsible in large measure for the degree of compliance and the general respect for the food regulations secured. The Division of Complaints has been the mill in which the grain of bona fide cases demanding formal and drastic action, has been separated from the chaff of hundreds of petty and frequently anonymous complaints that have come to the New York City office every week.

It has been the aim of this Division to investigate all complaints thoroughly, regardless of their source or subject matter. In doing this the Division is brought into contact with a great number of people and is in a position to discover conditions that might not otherwise be revealed. Frequently the investigation of a minor complaint leads to important evidence of a serious violation. This Division is not only the agency for collecting evidence of violations as a basis for formal action by the Board, but is the chief means of educating the indifferent, careless or ignorant tradesman who is guilty of a petty violation, or a bad practice that may not be a direct violation. The person against whom a minor complaint is made is usually let off with a warning and a careful explanation of the requirements of the Food Administration, providing he shows evidence of his desire to comply with them in the future. Through the constant contact with the public and with trade conditions, the Division of Complaints is able, furthermore, to bring to the attention of the Board evidence

of new forms of profiteering or exploitation in the distribution of foods, demanding constructive reorganization of trade practices and new regulations.

The number of investigators on the staff of the Division of Complaints in New York City has varied from 15 to 22, a number inadequate to keep up with the current work, except in the least busy periods. Twenty-one investigators are assigned up-state to assist the county food administrators.

The following summary indicates the number of complaints that have been handled in New York City, the subject-matter involved and the disposition in the various cases:

Complaints received	11, 187	
By telephone	1, 058	
By mail	2, 431	
By personal call	1, 223	
Through investigation	1, 483	
Through Food Council	236	
Through Commissioner of Public Markets.	108	
Through United States Food Administration, Washington	122	
Through County Food Administrators.....	119	
Through Newspapers	25	
Through Interoffice	632	
Through War Saving Committee.....	12	
Through Secret Service	90	
Through Board of Health	714	
Through Police Department	33	
Through Miscellaneous sources	2, 901	
	11, 187	
Subject of complaints.....	11, 550	
General conditions	159	
Wheatless days	658	
Meatless days	1, 746	
Porkless days	218	

Beefless days	59	
Hoarding	456	
Combination sales	183	
Advertising	294	
Bread made without substitutes	1, 642	
Bread underweight	170	
Bread returns	75	
Serving more than 2 oz. of bread	187	
Operating without license	116	
Flour sales without cereals	1, 229	
Bakers selling flour	49	
Glass in food	96	
Labels	1, 372	
Manufacturing Water Ices	76	
Sugar certificate	7	
Miscellaneous	1, 528	
Prices:		
General	184	
Meat	90	
Fish	29	
Butter	57	
Sugar	262	
Bread	64	
Milk	148	
Olive Oil	11	
Eggs	56	
Flour	56	
Potatoes	10	
Ice	115	
Fowl	148	
		11, 550
Subpoenas served	2, 010	
Persons interviewed and examined	6, 857	
Complaints assigned for Field Investigation	4, 849	
Reports from Field Investigation	4, 760	
Complaints handled by mail	6, 338	
Complaints closed or referred for hearing	10, 295	

Cautioned	7,364
Cooperation offered	504
Refund	26
Practice discontinued	169
Place of business closed.....	233
Money contributed	31
License revoked	10
Miscellaneous	304
Unfounded	1,460
Referred to Health Department	17
Referred to Police Department	4
Referred to Bureau of Weights & Measures..	10
Referred to Fuel Administrator	16
Referred to County Food Administrators...	43
Referred to Secret Service	96
Supplies cut off.....	1
Referred to Ice Comptroller.....	7
	10, 295

In addition to the above complaints received throughout Greater New York, the following reports were received in connection with complaints received in the following counties:

<i>County</i>	<i>Reports received</i>
Albany	85
Allegany, Cattaraugus and Steuben.....	108
Erie	291
Jefferson	144
Monroe	165
Montgomery	12
Oneida	36
Onondaga	204
Rensselaer	36
St. Lawrence	17
Schenectady	14
Westchester	68
Total	1,180

PUBLICITY

The success and effectiveness of food administration and control is largely determined by publicity. The Food Administration must depend on the understanding and cooperation of the public for the fulfillment of a large portion of its food control program. The Bureau of Publicity created by the Commission in recognition of this, was charged with the responsibility of issuing all public information pertaining to the food situation in New York State. In order that duplication of effort and confusion in the minds of the public as to the work of the Commission and the United States Food Administration should be avoided the Director of the Bureau was appointed Educational Director for New York State by the United States Food Administration and, as such, handles the newspaper publicity for the United States Food Administration in this State.

The aim of the Bureau of Publicity is to keep the public informed on the food situation by publishing the activities of the State Food Commission and the Federal Food Board relating to the rules and regulations to be observed by food dealers, public eating places and consumers; to recount cases of punishment for violations in order to impress upon the public the necessity of compliance with the regulations, and finally to present food problems in a way that will interest the people in adopting voluntarily conservation methods.

In supplying this information the Bureau uses principally the daily and weekly newspapers. Feature articles dealing with food production, conservation and regulation are prepared for publication in trade magazines and newspapers. A weekly news bulletin entitled "Keep Old Glory Waving" containing articles on the activities of the State Food Commission and the Federal Food Board is sent to upwards of 300 papers, dailies and weeklies, carefully selected for their circulation value. It is estimated that about 1,500,000 persons are thus reached. The material is sent without cost to the papers in a two column plate form ready for printing. The expense of setting up, plating and mailing the news matter is met by an appropriation by the United States Food Administration of \$600 per month.

During the first six months of its activities, the Bureau of Publicity caused to be published in the news sections of the New York City newspapers approximately 720 columns of information and about 450 in up-state papers. During the same period, 100 editorials were published in the New York City newspapers and 785 in the up-state press. These figures do not include the weekly bulletin service. The bulletin, with reading matter and cuts, averages two columns per week in length and its publication in the large number of newspapers which take this service adds largely to the total amount of information published as a result of the work of the bureau.

ANIMAL FEEDSTUFFS

The condition of fraud, adulteration and profiteering in the sale of feedstuffs and patent mixed feeds, to the farmers of New York State, had become so serious by June 1918, that the State Food Commission decided to create a special bureau to deal with such problems. Prior to this time complaints had been investigated, proceedings instituted against those found guilty of profiteering and minor investigations made of operating expenses and trade practices of retail feed dealers. The question of adulteration or dilution of feeds in mixtures sold at the price of expensive grains, had not been covered, however.

Inasmuch as the problem of regulating the conditions under which feedstuffs are sold is one coming also under the jurisdiction of the Foods and Markets Division of the State Department of Farms and Markets, it was thought advisable by the Commission to combine its resources with those of the Foods and Markets Division. Toward this end, Dr. Eugene H. Porter, Commissioner of Foods and Markets was appointed Director of the Bureau of Animal Feedstuffs of the State Food Commission, to serve without compensation. This plan was approved by the State Council of Farms and Markets and the appointment accepted by Dr. Porter. A small staff of investigators from the Albany office of the Commission has been assigned to assist him.¹

¹ For an account of the work of this Bureau during the four months ending November 1, 1918, see page 147.

FOOD COUNCIL OF GREATER NEW YORK

The Food Council of Greater New York was created to co-operate with the New York City Department of Markets, New York State Food Commission and the Federal Food Board in their educational activities, to act as an agency for disseminating the conservation program and the rules and regulations of the United States Food Administration and the State Food Commission, and for reporting infractions of the regulations. It is the official agency for enlisting and co-ordinating volunteer effort in New York City for the assistance of the government food administrative agencies.

The council is organized along borough lines, each borough being divided into Assembly and election districts. The organization provides for a general council composed of an executive committee, an executive council, Assembly district leaders, election district captains and other volunteer workers. The executive committee, consisting of a chairman, five vice-chairmen, six borough chairmen and a secretary, meets once a week to transact the active business. The President of the New York State Food Commission, the Federal Food Administrator for New York City and the Commissioner of Public Markets of New York City are members ex-officio of this executive committee.

The executive council, composed of the executive committee and representatives of civic, social and labor organizations, acts in an advisory capacity and meets once a month to hear reports on the work of the executive committee.

A meeting of the general council, including the whole organization, is called by the chairman when suggestions and recommendations of the executive committee are to be presented.

At the head of the organization in each borough is a volunteer chairman and a paid secretary, who direct the work of the Assembly and election district leaders and other volunteers. At the close of this fiscal year there are 60 Assembly district leaders, 20 assistant district leaders, 1,148 election district captains, and 33 members of the executive council, making a total membership of 1,241 engaged in volunteer work through the council.

At the weekly meetings held in each borough, the captains and leaders are informed of the rules and regulations regarding the use and handling of food so that they may be in a position to give correct information to local dealers and consumers. The current retail price lists issued by the Commission and the Federal Food Board are sent to each leader and captain each week in order that they may check up in the shops of their districts the retailers' compliance with the prices suggested. Literature pertaining to food, pledges for voluntary household conservation, and bulletins embodying particular regulations for retailers are also distributed by them. Many thousand leaflets of the United States Food Administration have been handed to housewives personally by the members of the council, or have reached the consumer through the retail shops, clubs, church societies and other organizations co-operating with the Food Council. In furthering the various food campaigns of the Conservation Bureau a large amount of literature is used effectively by the council in reaching housewives. Sixty-five thousand "Wheat and What" leaflets and 50,000 potato fliers and potato receipts were placed in the hands of housewives during drives to stimulate conservation of wheat and greater use of potatoes. In all, approximately 700,000 leaflets have been distributed by the council.

As an aid in enforcing the rules of the State Food Commission compelling the labeling of food commodities in retail grocery stores, the Food Council secured from the retailers written acknowledgments of the delivery of copies of the rules. Ten thousand certificates for sugar to be used in canning, issued by the Federal Food Board, were also supplied to retail grocers by members of the Food Council.

In carrying on its educational activities, the council works directly with the Bureau of Conservation in arranging for demonstrations and meetings in local community centers. It has also been active in establishing community canning kitchens.

Particularly as an aid in furthering the work of the Trade Organization Division and securing the co-operation in general of the retail dealers with the Federal Food Board, the council has contributed a valuable service. The Commission and Federal Food Board encountered at the outset especial difficulty in reaching the small unorganized retail grocers and delicatessen dealers

and acquainting them with the various rules and regulations applying to their business. At the suggestion of the Trade Organization Division, under the direction of which the regulations applying to the retail dealers are interpreted and enforced, the council undertook to organize these small dealers locally. Over a period of several months the various captains and leaders throughout the city worked among these dealers with considerable success. In most instances regular monthly meetings have been held where the food administration policies have been outlined and the rules and regulations explained.

Through the same retail organizations, the council instituted a movement for the early closing of retail food stores during the period of the war. Early closing is advocated as a conservation measure of food, fuel and labor. Although it may not prove possible to bring about a uniform closing hour of not later than 8 p. m. for all food stores without a law, or government order, it is felt that the movement will have an educational value.

In checking up compliance with the rules and regulations of the food administration by individuals or small local dealers, the council performs a function equally as important as its educational activities. Complaints of overcharging, hoarding and other illegal trade practices by retailers or others are reported for investigation by district workers through the borough and central offices to the Bureau of Complaints. A bulletin, giving full instructions as to the proper and adequate manner of reporting and handling complaints, has been sent to each member who is instructed to investigate complaints before reporting them so that no unjustifiable complaint may be sent in. Complaint cards on which are to be filled out the name of each firm against whom a complaint is to be lodged, have also been furnished them. Monthly registers of complaints are kept by the election district captains, on the basis of which pressure may be brought to bear intelligently on offending firms by the local representatives of the Food Council.

DESCRIPTIVE OUTLINE OF ORGANIZATION OF STATE FOOD COMMISSION AND FEDERAL FOOD BOARD

The following descriptive outline of the organization of the New York State Food Commission and the Federal Food Board for New York State is accurate only as of June 30, 1918. The emergency character of the work of the consolidated Federal and State department and the constantly changing problems with which the Commission and the Federal Food Board have to deal, necessitate continual changes in organization.

New York State Food Commission

Consists of three members, who serve without compensation, appointed by the Governor, with the advice and consent of the Senate:

John Mitchell, president and executive officer.

Charles A. Wieting.

Albert R. Mann.

Federal Food Board for New York State

Consists of five members; who serve without compensation, appointed by Herbert Hoover, United States Food Administrator, with the approval of the President of the United States:

John Mitchell, chairman.

Charles A. Wieting.

Albert R. Mann.

Arthur Williams, Federal Food Administrator for New York City.

Charles E. Treman, Federal Food Administrator for Up-State New York.

General Administration

State Food Commission and Federal Food Board

Functions: Executive direction of activities of State Food Commission and Federal Food Board; determination of questions of policy involved in procedure of the joint departmental organization; hearing of important cases of violations of the regulations

of the United States Food Administration, the Federal Food Board, or the State Food Commission; investigation of new and special problems not coming under the routine jurisdiction of the bureaus or divisions; final approval of all appointments of employees of the Commission, and all expenditures of funds; review of and preparation of official reports on the work of the Commission and of the Board.

Office of the President of the Commission and Chairman of the Board ¹

President of the Commission and Chairman of the Federal Food Board (no compensation).²

Secretary to the President and Chairman.

Assistant secretary to the President.

Stenographers (2).

Total employees paid by the State Food Commission — 4.

Central Office Management — State Food Commission

Functions: Maintenance of official records of the Commission, including minutes of Commission meetings, accounting and financial records, personal service records, inventories of supplies and equipment, and files of correspondence; supervision over office plants and all purchases of supplies or equipment, or other expenditure of State funds; receiving and distributing general mail addressed to the Commission; supervision over central office employees used on assignment to assist bureaus and divisions; and other duties usually devolving upon a departmental secretary.

Main office — Albany:

Secretary of the State Food Commission.

Assistant to the secretary.

Auditor and accountant.

Assistant (2).

Organizer.

Collector of statistics.

¹ The personal office forces of the two federal food administrators, who have complete jurisdiction over federal matters in their respective districts, are not included in this outline because they are in no direct way connected with the State Food Commission.

² Also the President of the New York State Council of Farms and Markets.

Bookkeeper.

Agent.

Stenographers (7).

Clerks (3).

File clerk.

Messenger.

Graphotype operator.

Telephone operator.

Laborers (3).

Total employees paid by State Food Commission — 26.

New York City office:

Assistant secretary to Commission.

Office manager.

Information clerk.

Stenographers (3).

Trial hearing stenographers (2).

*Trial hearing stenographer.*³

Typists (2).

Mimeograph operator.

Chief telephone operator.

Telephone operator.

Telephone operator.

Messengers (3).

Messengers (4).

Stock clerk.

Clerk.

Laborers (4).

Total employees paid by State Food Commission.....	20
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Employees paid by Federal government.....	8
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Total for New York City central office force.....	28
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Central Office Management — Federal Food Board, New York City

Functions: Maintenance of official records of the Federal Food Board, including minutes of board meetings, accounting

³ Titles of employees in italics indicate those on the payroll of the Federal government.

and financial records, personal service records, inventories of supplies and equipment, and files of correspondence; supervision over office plant and all purchases of supplies or equipment or other expenditure of Federal funds; receiving and distributing general mail addressed to Federal Food Board; and supervision over distribution of announcements and regulations from United States Food Administration to officials of the Board and the State Food Commission, and to county food administrators and other volunteer workers.

Office of the executive secretary:

Executive secretary of Federal Food Board.

Assistant to executive secretary.

Accountant.

Stenographer.

Stenographer.

File clerks (2).

Library and statistical division:

Issues daily bulletin to department executives and staff members, county food administrators, members of Food Council of Greater New York and various public agencies, summarizing important new information regarding food situation, activities of food administrative bodies and new regulations; prepares analyses and indices of all printed or general material received at New York office; looks up data for department executives and for the public; maintains an up-to-date compendium of all food regulations; distributes literature to public and acts as general information bureau.

Senior food distribution investigator.

Assistant (2).

File clerk.

Stenographer

Stenographer (volunteer).⁴

Clerk

Clerks (volunteer) (8).

⁴ Only those volunteers who are giving full time or a large portion of their time regularly are listed here.

Building and maintenance force:

Responsible for cleaning and general upkeep of physical plant of New York City offices of Federal Food Board and State Food Commission, also nightwatching.

Superintendent.

Assistant superintendent.

Nightwatchman.

Porters (2).

Scrubwomen (2).

Total employees paid by State Food Commission.....	6
Employees paid by Federal government.....	14
Volunteer workers	9
Total for office of executive secretary.....	29

Line Organization**State Food Commission and Federal Food Board****Bureau of Production**

Functions: To aid and stimulate increase in the production of foods and feed stuffs within the State of New York; to direct co-operative effort of private and public agencies for this purpose; and to assist farmers in securing seeds, fertilizers, labor and labor-saving machinery.

Director.

Assistant director.

Organizer.

Supervisor of tractors (4).

Assistant supervisor of tractors.

Tractor experts (7).

Supervisors of crop and meat production and conservation (3).

Supervisor of plant diseases and insect pest work (services donated by Cornell University).

Experts on plant diseases and insect pests (3).

Total employees paid by State Food Commission.....	21
Volunteer workers	1

Total for Bureau of Production.....	22
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Farm Labor Employment Service

Functions: To recruit men and women for farm work, wherever they can be found in the State, examine their qualifications, arrange for their transportation to places where they are needed and direct them to farmers desiring help; to receive orders for farm help and assist farmers in securing such help; and, in the case of women recruited for farm labor, to supervise the living and working conditions, organize camp units, conduct physical examination of applicants and maintain the standards of employment established by the New York State Women's Working Reserve.

Director of Farm Labor Employment Service (services donated by State Industrial Commission).

Assistant director, in charge of New York State Women's Working Reserve (services donated by State Industrial Commission).

Farm labor specialists (men) (26).

Farm labor specialists (women) (6).

Total employees paid by State Food Commission.....	32
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Services donated	2
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Total for Farm Labor Employment Service.....	34
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New York State Boys' Working Reserve of the State Food Commission

Functions: To recruit and mobilize organized units of boys between the ages of 16 and 21 to work on farms and in agricultural industries; to arrange for the housing and feeding of such units; to maintain supervision over the living and working conditions of the boys and advise them and their employers regarding problems arising in the course of their farm employment.

Director (services donated by State Industrial Commission).

Chief zone director (services donated by New York City Board of Education).

Zone directors (5).

Zone director (volunteer).

Stenographer.

Total employees paid by State Food Commission.....	6
Employees whose services are donated.....	3
Volunteer workers	1
Total for New York State Boys' Working Reserve of the State Food Commission.....	10

Bureau of Distribution and Transportation

Functions: To deal with all food administrative problems involved in the handling of foodstuffs after they are ready to be marketed to the end that the steady flow of food products from the producers to the consumers of this State may be facilitated in every way; and to eliminate unnecessary processes and improper practices in the transportation and distribution of food products. The work of the Bureau is carried on through three divisions whose functions are described separately below.

Director's Office

Director.

Food distribution investigator (acting as assistant to director).

Total employees, paid by State Food Commission..... 2

Division of Distribution

Functions: To conduct research investigations of trade conditions and trade practices among agencies having to do with the transportation, manufacture or distribution of food commodities; to investigate the costs of handling foodstuffs; to determine fair margins of profit and issue lists of fair prices to be paid by the consumer and by the retailer for staple foods; to determine gradings of foodstuffs, adequately covering the grades recognized in the wholesale market, for use in marking goods as required by the labeling regulations adopted by the Commission; to promote co-operative effort on the part of receivers, wholesalers and jobbers for the elimination of wasteful practices and speculation in the wholesale market; and to deal with other technical food market problems.

Assistant director, in charge of Division.

Arbitrators of controversies over food shipments (volunteer)
(2).

Traffic agent (services donated by Texas Oil Co.).

Assistant traffic agent (volunteer).

Senior market inspectors (8).

Senior market inspectors (2).

Market inspectors (2).

Market inspector.

Special investigator (volunteer).

Cost accountant.

Junior accountants (4).

Stenographers (4).

Typewriter copyist.

Clerks (2).

Total employees paid by State Food Commission.....	21
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Employees paid by Federal Government.....	5
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Volunteer workers	4
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Services donated	1
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Total for Division of Distribution.....	31
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Division of Trade Organization

Functions: To organize representative trade committees for the purpose of securing the direct co-operation of the food trades in New York State with the Federal Food Board and the State Food Commission; to prepare interpretations of food administrative regulations and arrange for their distribution through these committees and through other channels to retailers, wholesalers and manufacturers of foodstuffs; to address meetings of tradesmen for the purpose of instructing them in and securing their ready compliance with regulations; to confer with and advise county food administrators in order that they may know the requirements and understand the methods in the food trades; to work in co-operation with the Division of Distribution in making investigations in regard to the price of certain food commodities; to direct all activities of the United States Food Administration in this State having to do with maintaining an equitable retail distribution of flour and sugar.

Assistant director of bureau in charge of Division.

Assistant (volunteer).

Assistant.

Head of baking division.

Assistant to head of baking division.

Stenographers (3).

Stenographers (2).

Clerks (2).

Clerks (volunteer) (3).

Total employees paid by the State Food Commission.. 5

Employees paid by Federal Government..... 6

Volunteer workers 4

Total for Division of Organization..... 15

Division of Complaints

Functions: To investigate complaints of violation of the regulations of the United States Food Administration, the Federal Food Board or the State Food Commission; to prepare evidence regarding violations preliminary to the formal hearings; and to examine witnesses, interview complainants and decide on disposition of cases not requiring formal public hearing.

Assistant director in charge of division.

Examiners (3).

Examiners (2).

Report supervisors (2).

Supervisory investigator.

Confidential investigator.

Senior market inspector.

Senior market inspectors (3).

Junior market inspectors (2).

Investigators (7).

Investigators (2).

Investigators (volunteer) (14).

Investigators assigned up-state (21).

Investigating accountants (8).

Certified public accountant.

File clerk.

Stenographers (7).

Messenger.

Total employees paid by State Food Commission.....	55
Employees paid by Federal Government.....	9
Volunteer workers	14

Total for Division of Complaints.....	78
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Buffalo Office — Bureau of Distribution and Transportation

Assistant director of bureau.

Investigator.

Stenographer.

Total employees paid by State Food Commission.....	3
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Total employees in Buffalo office.....	3
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Total employees paid by Food Commission in Bureau of Distribution and Transportation.....	83
Employees paid by Federal Government.....	20
Services donated	1
Volunteer workers	22

Total for Bureau of Distribution and Transportation.	126
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Bureau of Conservation

Functions: To promote public education as to the uses, preparation, substitution and saving of foods, to prepare and publish literature on these subjects; to conduct public demonstrations and exhibits; to investigate new methods of conserving foods of which there is a shortage, to stimulate the use of foods of which there is a surplus; and to apply the national food conservation program in this State.

Office of the director, Ithaca, N. Y.

Director.

Deputy director (services donated by State College of Agriculture).

Secretary to director.

Publicity director (services donated by State College of Agriculture).

Assistant publicity director.

City leader.

Agent at large.

Stenographers (6).

Laborer.

Buffalo Food Conservation office:

Chief conservation agent.

Assistant agents (2).

Dried vegetable expert.

Stenographer.

Laborer.

Rochester Food Conservation office:

Chief conservation agent.

Syracuse Food Conservation office:

Chief conservation agent.

Assistant conservation agent.

Stenographer.

Utica Food Conservation office:

Chief conservation agent.

Albany Food Conservation office:

Chief Conservation agent.

Assistant conservation agent.

Jamestown Food Conservation office:

Chief conservation agent.

New York City Office — Conservation Bureau:

Deputy director.

City leader.

Demonstrators (11).

Stenographers (2).

Total employees paid by Food Commission.....	40
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Employees paid by Federal government.....	1
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Services donated	2
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Total for Conservation Bureau.....	43
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Bureau of Licenses of the Federal Food Board

Functions: To receive and maintain a file of monthly reports of all licensees of the United States Food Administration doing

business in New York State; to answer inquiries pertaining to the regulations applying to such licensees; to receive complaints against licensees and refer to the Division of Complaints for investigation those complaints not demanding direct investigation by this Bureau; to hold hearings in reference to violations and to make recommendations for enforcement action by the United States Food Administration.

Director.

Assistant director.

File clerk.

Stenographer.

Total employees paid by the State Food Commission..... 1

Employees paid by Federal Government..... 3

Total for License Bureau..... 4

Bureau of Publicity

Functions: To disseminate through the newspapers and other publications of the State, information concerning the State and Federal food laws and food administrative regulations, the food situation, the needs for voluntary effort to assist in food production and conservation, and the activities of the State Food Commission and the Federal Food Board.

Director.

Assistant director.

Director of foreign press.

Stenographer.

Messenger.

Total employees paid by the State Food Commission..... 2

Employees paid by the Federal government..... 3

Total for Publicity Bureau..... 5

Counsel

Functions: To prepare important cases of violations of the regulations of the United States Food Administration, the Federal Food Board for New York State, or the State Food Commission, for formal hearings before the Board or the Commission;

to sit on such cases as a representative of the Board or the Commission, and make recommendations for enforcement action, and to handle cases in court when necessary.⁶

Deputy Attorney-General (assigned to the Commission by the State Attorney-General (2).

Stenographer.

Services donated	2
Employees paid by State Food Commission.....	1

Total for Counsel	3
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Food Council of Greater New York

Functions: To serve as the official agency for co-ordinating volunteer service in New York City in co-operation with the State Food Commission, the Federal Food Board and the New York City Department of Public Markets; to disseminate information regarding the food administrative programs of these bodies by means of public meetings, information centers, house to house canvasses and distribution of literature; to assist in securing compliance with food regulations by instructing dealers and by reporting violations; and to establish an organization of local community representatives in every portion of the city, a close contact between the food administration and the people.

Central office — 6 West 57th street:

Executive secretary (volunteer).

Borough chairman for lower Manhattan (volunteer).

Borough chairman for upper Manhattan (volunteer).

Assistant to chairman for lower Manhattan.

Assistant to chairman for upper Manhattan.

Stenographer.

Brooklyn office—Eagle Building, Washington street, Brooklyn:

Borough chairman for Brooklyn (volunteer).

Assistant to borough chairman.

Queens office — 64 Main street, Flushing, L. I.

Borough chairman for Queens (volunteer).

Assistant to borough chairman.

⁶ These same functions are performed by the head of the Bureau of Licenses. See section on Enforcement and Control beginning page 67.

Bronx office — 406 East 149th street, New York City:

Borough chairman for the Bronx (volunteer).

Assistant to the borough chairman.

Richmond office — Borough Hall, Staten Island:

Borough chairman for Richmond (volunteer).

Assistant to borough chairman.

Field working force — entire Greater New York:

Assembly district leaders (volunteers), 60.

Assistant district leaders (volunteers), 20.

Election district captains (volunteers), 1148.

Total employees paid by State Food Commission.....	6
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Volunteer workers	1,235
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Total for Food Council.....	1,241
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APPROPRIATION AND EXPENDITURES

Out of the appropriation of \$500,000 given the former State Food Supply Commission, which came into existence on April 27, 1917, \$212,438.51 had been spent up to October 18, 1917, leaving a balance on hand of \$287,561.49 at the time the new State Food Commission took over the department. Between October 18, 1917, and July 1, 1918, \$22,374.09 was expended by the Food Commission in payment of accounts and bills of the Food Supply Commission.¹ The amount actually inherited, therefore, by the Food Commission from the Food Supply Commission was \$265,187.40, from which amount certain additional outstanding bills of the former department must be paid. This in addition to the million dollars appropriated directly to the Food Commission gave it a total sum of \$1,265,187.40. The length of the time over which this appropriation was to last was not specified but the Commission has felt obliged to assume that it was intended to cover the period of the war, or at least for such a period as the Legislature might reasonably have expected the war to last at the time the Commission was created. The Commission has, therefore, endeavored to keep its expenditures as low as possible, consistent with the effective execution of its functions.

The following statements show the State Food Commission's expenditures up to July 1, 1918, and the condition of its appropriation:

¹ There were on July 1, 1918, a few bills of Food Supply Commission still outstanding.

FINANCIAL STATEMENT NEW YORK STATE FOOD COMMISSION

October 18, 1917, to July 1, 1918

Statement Showing Condition of Appropriation

Balance October 18, 1917 (appropriation, chaps. 305-506)	\$287,561 49
Balance October 18, 1917 (appropriation, chap. 813)	1,000,000 00
Total	\$1,287,561 49
Expenditures from October 18, 1917, to July 1, 1918	335,764 41
Balance on hand July 1, 1918.....	\$951,797 08

Statement Showing Expenditures from October 18, 1917, to July 1, 1918

Amount of money expended for payment of ac- counts and bills of the New York State Food Supply Commission from October 18, 1917, to July 1, 1918.....	\$22,374 09
Amount of money expended for accounts and bills of the New York State Food Commission from October 18, 1917, to July 1, 1918....	313,390 32
	\$335,764 41

Classification of Expenditures

Personal service	\$193,751 05
Communication	11,678 53
Traveling expenses	30,973 16
Supplies	11,485 67
Equipment, including farm machinery.....	56,545 32

Printing	\$21,828 86
Rent	2,878 97
Fuel, light, power and water.	612 40
Advertising	4,988 79
General plant	1,021 66
	\$335,764 41

Distribution of Expenditures by Organization Units

Albany Office	\$39,337 76
New York Office	100,341 79
New York Conservation	7,360 72
Ithaca Conservation	37,434 00
Production	93,931 72
Domestic Science	8,134 41
Agricultural Census	18,161 29
Food Council, N. Y.	2,880 95
Boys' Working Reserve	5,807 68
Old Food Supply Commission.	22,374 09
	\$335,764 41

The following is a statement of moneys deposited in the Commercial Bank of Albany, N. Y., subject to the check of the President of the New York State Food Commission:

For the purchase of Seeds and Fertilizers.	\$21,594 02
For the purchase of Machinery & Repairs.	7,010 00
For Farm Labor (Transportation).	8,351 81
	\$36,955 83

Statement showing total amount of money available to the New York State Food Commission July 1, 1918.

Balance on hand July 1, 1918.	\$951,797 08
Balance in bank	36,955 83
Total	\$988,752 91

**AGREEMENT FOR A FEDERAL FOOD BOARD FOR NEW YORK
STATE OF NOVEMBER 27, 1917**

The United States Food Administration and the New York State Food Commission entered into the following agreement on November 27, 1917:

In order to co-ordinate the food control activities of the State Commission with the Federal government in the State of New York, it is agreed as follows:

1. A Federal Food Board is created to be approved by the President, comprising Mr. John Mitchell, Dr. Jacob Gould Schurman, Mr. Charles A. Wieting of the New York State Food Commission, Mr. Arthur Williams and Mr. Charles E. Treman, with Mr. John Mitchell as chairman.

2. In the co-ordination of activities the following principles are recognized:

(a) The general policy to be maintained during the war in food matters must be national, not state, and must be directed from Washington.

(b) In relation to the activities of the State Food Commission, it is recognized that at certain points the Federal and State authorities and objectives overlap; in the main, the State Food Commission possesses much wider authority over retail distribution, and possesses large powers in control of public eating places, establishment of public markets, purchase and sale of food by municipalities, collection of information, control of transportation and stimulation of production, which are not possessed by the Federal administration. The authority of the Federal administration extends, in the main, to interstate transportation and distribution through the control of manufacturers of food, wholesalers, commission men, and storage, which can only be administered from Washington.

(c) Therefore, it is determined that in the control of transportation and distribution, the regulation of manufacturers, wholesalers, storage and commission merchants and enforcement of the law against hoarding being in large degree interstate trading, shall be conducted by the Federal Board under the direc-

tion of the Federal Administration. On the other hand, the enforcement of regulations of retail distribution, including bakers, and milk distribution, shall be conducted by the State Commission under the direction of the Federal Food Board, but shall not interfere with the authority invested in the Federal Milk Commission. Before any court proceedings are taken, they shall be taken up with Washington for submission to the Department of Justice.

(d) The State Commission and Federal Food Administration will co-operate in the investigation of complaints and will furnish to each other all information that comes to their knowledge with regard to violation of regulations in respect to the matters particularly administered by the other and existing organizations shall be used insofar as possible for extending the purposes of the war.

(e) For expedition in administration, it is agreed that Mr. Williams shall act as the direct representative of the Washington administration in New York City, for the enforcement and administration of the regulations as to manufacturers, wholesalers, storage, commission merchants, and for enforcement of the Federal law against hoarding in these trades, and Mr. Treman shall likewise act for the state outside New York City.

The further relations of the Federal Food Board with the State Food Commission in consummation of this policy shall be determined by the Federal Food Board and the State Commission and submitted to Washington for approval.

The Federal Food Board may be dissolved without notice.

III. COMMISSION DITCHER AND TRACTOR AT WORK.



The Farm Tractor Rendering Efficient Service in Increasing Food Production.



Power-ditching Machine at Work Increasing Productivity of Farm Land Near Auburn, N. Y.

SUPPLEMENTARY REPORT FOR JULY, AUGUST, SEPTEMBER AND OCTOBER, 1918

After the completion of the report for the fiscal period ending June 30, 1918, the State Food Commission decided to delay the publication of it long enough to add a brief supplemental summary of the most important accomplishments of the four months of July, August, September and October, in order that the record for the 1918 production season might be more complete. It is not a detailed description of continued activities of the various bureaus and divisions but presupposes that the reader has read the entire preceding report. Much is omitted for the sake of brevity that is fully as interesting as information included in the regular report.

Results of Efforts to Increase Production

The response of the farmers to the appeal of the Government to increase production is shown magnificently by the harvest of 1918. The Bureau of Statistics of the State Department of Farms and Markets estimates that the total value of farm products in this State has been increased in 1918 over 1917 by \$172,050,000. For the first time in many years New York State has produced enough wheat to be listed by the United States Department of Agriculture with the wheat producing states. The total acreage of wheat and rye, including spring wheat, grown in this State in 1918 was over 650,000 acres, yielding a crop of 9,000,000 bushels of wheat and 2,000,000 bushels of rye, an increase over the 1917 crop of 1,286,000 and 565,000 bushels, respectively, of wheat and rye. The acreage in oats was increased more than 15 per cent over 1917, with a yield of 60,065,000 bushels, an increase of 15,440,000 bushels over the 1917 crop. Unusually favorable weather conditions contributed to the efforts of man in bringing about this increased production. The worried attitude of the farmers in the winter of 1917-1918 has given place to a general optimism.

The close of the productive season of 1918 finds New York State farmers as a whole in much improved financial condition.

During the past season they have purchased freely new and heavier machinery to meet the shortage of farm help. More than 2,000 farm tractors and their equipment have been purchased during the season, bringing the total number now on the New York State farms above 5,000. The improved agricultural conditions in the State is further illustrated by their response to the Third and Fourth Liberty Bond sales, as compared with the first and second, and their generous contributions to the Red Cross, war chests and other war-aid activities. There is every evidence that, in spite of the natural tendency to lessen efforts for food production because of the cessation of hostilities, the New York farmer will see the necessity for continued endeavor and maintain the high standard of 1918 for the coming year. In the winter wheat growing section the farmers have planted an acreage ten per cent larger than that allotted by the Federal Government, an increase due largely to the fixing of the minimum guaranteed price for the 1919 crop. The farmers have also paid unusual attention this year to the preparation of the soil, fertilization, and the selection of seed.

The campaign conducted by the Food Commission for increased pork production has been successful in every section of the State. A conservative estimate of the number of young pigs born during the fall of 1918 is a 30 per cent increase over last year, many estimates placing the increase as high as 40 per cent. The stabilizing of prices of pork and pork products has met with the approval of farmers and pork raisers, and our farmers who have responded to the appeal for increased pork production have found it to be profitable in every instance.

Work of the State-owned Tractors

During the summer of 1918 the State-owned tractors have plowed upwards of 7,000 acres and fitted upwards of 15,000 acres. This work has been performed on over 500 different farms, and represents the increased number of acres planted to farm crops by reason of the operation of these machines. It will be observed that these machines were simply used as supplementary to the equipment the farmer owned in order that he might plant an increased acreage beyond what it was possible to do with

his own equipment. In addition to the plowing and fitting, these machines did a great amount of miscellaneous work, such as furnishing power for threshing, filling silos, and wood sawing.

Tractor Schools Continued

Extensive plans for the continuation of the tractor schools during the winter of 1918-1919 have been completed. Twenty-one tractor schools of a week's duration each are to be held in as many localities, in co-operation with the Department of Rural Engineering of the State College of Agriculture, the county farm bureaus and the tractor companies. The schools will be organized and financed by the Commission and the lecturers furnished by the College of Agriculture. Two one-hour lectures will be given each day, each lecture being followed by practice periods supervised by tractor experts. An entrance fee of one dollar is charged, which will be refunded to all students who have not been absent more than once. A certificate is given to those completing the course.

Public Competitive Demonstrations of Farm Tractors

In response to the requests of New York farmers for more information as to the comparative merits of different makes of farm tractors, a series of public competitive demonstrations were held during the months of July, August and September, in different parts of the State, including daily demonstrations for an entire week at the New York State Fair. Each demonstration was held in an important or potentially important tractor section, and most of them were held in connection with summer meetings of farm bureau associations.

The demonstration of the tractors was based on performance only, as the purpose of the exhibition was to show the machines doing normal, average work, under conditions similar to those existing on the farmers' own farms. It was not considered necessary to include tests in the demonstrations, as the records of the various makes are published annually from the National Tractor

¹Tractor schools will be held in the following places from December 2, 1918, to March 10, 1919—Utica, Barker, Plattsburgh, Saratoga, Sodus, Cattaraugus, Trumansburgh, Poughkeepsie, Syracuse, Hornell, Seneca Falls, Middletown, Rochester, Warsaw, Penn Yan, Binghamton, Buffalo, Batavia, Canandaigua, Oneonta, Mt. Morris.

Demonstration held in the West. The demonstration field was selected so as to be as nearly typical of the region as possible. The land was divided into two plots of unequal size, the smaller to be used for the morning or preliminary demonstrations, the larger for the afternoon or regular demonstration. In the former case, four or five plots were laid out, each accommodating three or four machines. The companies were thus enabled to warm up their engines and adjust their plows, and an opportunity given to the people who could be there during the morning only, to see the machines in operation. The larger field was divided into plots of equal size, according to the number of machines present and marked. In the afternoon the machines were lined upon the headlands prior to the beginning of the demonstration and all started together, the depth of plowing being carefully checked by employees of the Commission. The representatives of the various tractor companies drew numbers for position. The rules and regulations, which were carefully explained to them, required fulfillment of the following conditions:

Each machine to plow at least seven inches and not over eight.

To use the fuel previously agreed upon.

To use the plow size and number of bottoms as previously agreed upon.

To eliminate all sales talk except during the time allotted.

A program containing information as to the fuel to be used, rating of the tractor, name and size of plow and number of bottoms, was printed and distributed during the demonstrations, to assist the farmers to judge and compare intelligently the various machines. Each demonstrator was allotted fifteen minutes in which to answer suggestions and explain his particular machine to any interested individual. It is estimated that forty thousand people saw these tractor demonstrations, the average attendance at each being 3,000. A large number of tractors were sold and prospects of other sales were developed.

State Ditchers

The thirteen ditchers owned by the State have excavated during the past season upwards of 40,000 rods of ditch. This is an ample showing in view of the fact that the last of these machines

was not delivered and put in operation until the month of September. These ditches were dug on 170 farms and have restored to fertility and productiveness several thousand acres of rich farming lands.

The benefits derived from ditching machines cannot, however, be measured simply by the number of acres restored to cultivation. In nearly every field where these machines are in operation there are wet spots, so that the fields cannot be cultivated and planted until these wet spots are sufficiently dry to permit cultivation. By draining out these low, wet places the entire field becomes susceptible of cultivation from ten days to two weeks earlier than heretofore, thus lengthening the farmer's working season to that extent. There is but little agricultural land in this State that cannot be benefited by tile drainage, and there is work enough ahead to keep these machines in continuous operation for several years to come.

Commission Proposes to Sell Its Ditchers and Tractors to Farmers

The purpose of the State Food Commission in purchasing and operating tractors and ditchers was to assist the farmers of the State in meeting emergency needs and to test and demonstrate the value of such machinery for private operation. Conditions have sufficiently improved to make the continued operation of this machinery by the State unnecessary. An increasingly large number of farmers are purchasing their own tractors. The number of State-owned tractors is now insignificant compared with the number of privately-owned in the State. With the belief that the educational and emergency objects of State operation of farm machinery had in large measure been attained and that individual farmers and farmers' organizations could now own and operate such machinery for themselves, the Food Commission adopted a resolution on October 23, 1918 authorizing the sale of all tractors, ditchers and other farm machinery during the fall and winter months on reasonable terms of payment.

All persons who held farm machinery under lease, and all farm bureau managers were informed through a circular letter that the State Food Commission proposed selling this machinery under the terms of the original contract under which the lease was

effected. Prospective purchasers were reminded that inasmuch as the State obtained the machinery at wholesale prices, which were considerably lower than those prevailing at the present time, it could offer especially desirable terms.

It is expected that this program will be carried out, unless, in the opinion of the Attorney-General, the Commission lacks authority to sell the tractors on this basis.

Prevention of Insect Pests and Plant Diseases

In this supplemental statement it is possible to report more fully on the work of the three experts on insect pests and plant diseases employed by the Food Commission during the summer to assist farmers and fruit growers. Their work was confined largely to Wayne, Orange and Cortland Counties, where they acted as special field assistants in the offices of the County Farm Bureau managers. Each of the three farm bureaus provided office facilities and an automobile or other vehicle for transportation purposes. The Commission provided the gasoline and automobile repairs, besides the salary, meals and other travelling expenses of the three men. In each county work was done on the same general lines, through telephone inquiries, circular letters, newspaper publicity, personal visits, and demonstrations.

The chief problem confronting the expert assigned to Orange county was the prevention of diseases and pests of truck garden crops grown on muck or black dirt lands. Onions are the largest crop in this section and the growers have encountered great difficulties with diseases and pests affecting this crop. The average losses of onions from smut approximate 40 to 50 per cent and are often much higher in many of the fields. As the expert started to work late in the season, it was too late to remedy the conditions existing this year, as the control of smut must be undertaken in the spring at seed-time. The best service that could be rendered was to give as much personal assistance to the growers as possible in spraying and to make a thorough survey of conditions, so that plans could be formulated for the eradication work in the coming spring. An educational campaign was also conducted to inform the farmers as to the nature and destructiveness of smut. The growers throughout the section

are thoroughly convinced of the necessity of smut control, so that the prospects for wide application of control methods next season are excellent. Miscellaneous work on other diseases and pests of the crops was done from time to time as demand for it arose. A special campaign for the control of cabbage club root was undertaken. Every grower, throughout the section, who raised cabbage in large or small patches, received printed directions for the eradication of this disease. During the forty days of the expert's service in Orange county, 96 growers were visited.

At the request of the farmers of Wayne county, an expert on fruit growing problems was assigned to the Wayne County Farm Bureau in April. This county is one of the foremost fruit growing counties in the state, and has a progressive group of farmers, whose requests for information on the control of diseases and insects are so abundant that the farm bureau manager is unable to attend to these in addition to his many other duties. The field assistant devoted, therefore, all of his time to the problems of fruit growing, especially that of spraying; 2,315 requests for advice on spraying were received as soon as the growers were informed of his arrival. The names of these growers were listed according to their respective telephone circuits and a system arranged whereby the field assistant could call by telephone, one man in each telephone central of the county, he in turn calling three others, each of these three others, et cetera, until all the men in that locality desiring the information sent out would receive it immediately. This telephone information was supplemented by circular letters detailing spray formulae and the particular insects or diseases to be combatted. These letters were always sent out a few days previous to the day for spraying, the growers being advised by telephone as to the day for the application. During the field assistant's 94 days in the field, 325 farmers were visited, and 550 calls were made, as it was necessary to make several calls at some farms. Twenty-one demonstrations of orchard spraying for control of different diseases and pests were held.

Upon the application of the farmers of Cortland county where a large crop of potatoes is grown for use as seed on Long Island, a field assistant was assigned to this county to help control plant diseases and to give advice on potato spraying. Over 230 farmers

were reached by telephone, circular letters and personal visits. Ten public demonstrations of potato spraying were held. Stress was laid particularly on the inspection of fields for seed purposes, the symptoms of each disease and the economic necessity and importance of plant disease control.

Revival of Sheep Raising

Among the new activities of the Bureau of Production begun since July 1, 1918, has been the stimulation of a revival of the sheep raising industry in this state. There are in New York State millions of acres of land which would be more suitable for sheep husbandry than for any other agricultural use. In fact, Eastern New York, together with Vermont, Western Massachusetts, and Connecticut, half a century ago was the principal sheep raising section of the United States, noted especially for fine wool varieties of sheep. To arouse new interest in the sheep industry it was deemed advisable to hold a sheep meeting exhibition and sale at some central point in Eastern New York, where farmers from the neighboring states might participate. With the cooperation of the State Agricultural Society, which successfully organized a sheep meeting and sale last year in Utica, arrangements have been made for a second sheep meeting and sale in Albany from November 12th to 14th, under the auspices of this Bureau, assisted by the Department of Farms and Markets and the Albany Chamber of Commerce. Posters, hand-bills and letters outlining the program of the meeting and sale have been sent out to thousands of farmers throughout the territory adjacent to Albany, including Vermont and the Western sections of Massachusetts and Connecticut, New Hampshire, and Maine. Prizes aggregating \$1,800 will be awarded. Additional inducements to participate in the sheep meeting have been offered by requiring no admission of any sort and by furnishing free to all exhibitors feed and bedding.

Several thousand western range breeding ewes have been brought into the state during the past few months by private enterprise and sold to farmers in small flocks varying from 5 to 50, so that it is safe to state that there are more farms on which sheep are being kept this year than in a number of years past.

Farm Labor Provided

At the close of the harvesting season, that is, at the end of October, 1918, it is possible to make a fairly complete report on the amount of farm labor supplied through the agencies of the State Food Commission. Although the outlook for farm labor early in the spring was very gloomy, the reports now from all over the state are that the situation was met. Farm labor has not been as cheap or as easily obtainable as the farmers might desire in normal times. But with the help of the various agencies of the Commission engaged in recruiting and placing farm workers in cooperation with the county farm bureaus, the farmers of this State have been able to get enough labor to plant and harvest larger crops than were ever produced when labor was abundant. Only from thresher operators have serious complaints come and their difficulty has been not to secure help but to secure help with the desired training and experience in handling threshing machinery.

Calls for 12,653 men and 6,385 women farm workers were received up to October 31, 1918, by the farm labor specialists of the Commission, from 4,658 different farmers; 10,753 men and 5,999 women were registered for farm labor by them and 9,840 men and 3,849 women were referred to positions. Of those referred, reports of definite employment were received from 7,171 men and 3,415 women, making a total of 10,586.

The following table gives these figures in more graphic form:

Table showing number of adults placed in farm labor during the season of 1918 by agents of the Food Commission.

	Number of farmers requesting help	Number farm hands requested			Number applicants for work			Number persons referred			Number positions filled		
		Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Through men farm labor specialists	3,985	12,653	1,204	13,857	10,753	1,007	11,760	9,840	555	10,395	7,171	634	7,805
Through women farm labor specialists	673		5,181	5,181		4,992	4,992		3,294	3,294		2,781	2,781
Grand total.....	4,658	12,653	6,385	19,038	10,753	5,999	16,752	9,840	3,849	13,689	7,171	3,415	10,586

In addition to those placed in farm labor by the farm labor specialists of the Commission, 5,861 men and 745 women were placed on farms in New York State by the 30 assistant county farm bureau managers supplied for this purpose by the United States Department of Agriculture. The actual expenses of these assistants in connection with furnishing farm labor were paid by the State Food Commission.² The greatest number of placements were naturally in those months when the planting and harvesting of the crops was being carried on, but the high mark in placements of women was in July. During this month was harvested one of the most profitable cherry crops that the growers in this State have ever had.

On account of the scarcity of labor with farm experience, and because the war industries were able to pay wages against which the farmer could not compete, it was impossible to supply all the labor needed. There were 834 requests to the farm bureaus for labor that could not be filled. This was largely for experienced farm hands as was shown by the number of applicants that asked for work. A total of 865 persons applied to the farm bureaus for work who could not be placed largely on account of their lack of farm experience.

A total of \$3,454.70 was expended by the farm bureau managers and their assistants in the placement of labor and in aiding the farm labor specialists in organizing local labor. In some counties, such as St. Lawrence, where local labor was practically the only source, this last item was the major expense. The average cost of placing labor was 52.3 cents per person, which is a very nominal cost when compared with the excellent work accomplished.

Combining the results secured by the farm bureau managers and their assistants with those secured by the employees of the Food Commission gives a grand total of 17,192 adult men and women placed in farm work, including 13,032 men and 4,160 women. These figures do not include the boys sent out by the

² They were assigned to work with farm bureaus in the following counties: Albany, Allegany, Cattaraugus, Cayuga, Chautauqua, Chemung, Chenango, Columbia, Cortland, Delaware, Dutchess, Erie, Essex, Genesee, Greene, Herkimer, Jefferson, Livingston, Madison, Monroe, Montgomery, Nassau, Niagara, Oneida, Onondaga, Ontario, Orange, Orleans, Oswego, Otsego, Rensselaer, St. Lawrence, Saratoga, Schoharie, Seneca, Steuben, Suffolk, Sullivan, Tompkins, Ulster, Wayne, Wyoming.

State Boys Working Reserve, which would bring the total to 31,323 persons placed in farm labor.

Emergency Farm Labor Committees

The work of organizing local patriotic emergency farm labor committees in small towns and villages throughout the State to secure pledges from retired farmers, tradespeople and others who have worked on farms to help out in harvesting when needed, has met with marked success. 358 committees were organized in the villages and small towns of 47 counties and pledges secured for 78,261 days' work.

In more than one hundred villages where committees were organized, it was not thought necessary to make an enrollment of volunteer workers, owing either to the size of the village or to the character of the farming in the vicinity, but an agreement was entered into with the chairmen and secretaries of the committees to care for any calls from the farmers for assistance.

Accurate reports for the actual number of days' work done are difficult to secure. Complete reports from only 29 committees show 12,781 days' work accomplished.

The test of the effectiveness and worth of the emergency farm labor plan began in September and will continue until the harvesting of the fall crops is over. To maintain local interest in the plan and to encourage and spur on the local committees, the organizers visited during August and September, those sections where the demands for labor were most pressing.

An interesting illustration of what may be accomplished by cooperation between town and country, is afforded by the example of Albion, a village of 5,000 population in Orleans county. The business men agreed to close their stores on a given date, enabling the merchants and clerks to harvest the apple crop. A large number of these had been helping the farmers every Sunday during several weeks. Prior to the influenza epidemic, 130 soldiers from Fort Niagara worked a total of 13 days or 1,690 man days of labor in this same locality at fruit gathering.

Success of Womens' Farm Labor Reserve

The success of the efforts of the women farm labor specialists may be judged by the fact that calls came from 673 farmers for

5,181 women and 3,122 of the 4,992 applicants who registered were placed. As an extremely large number of women registered who were totally unsuited and unfit for farm work, the difference between the number registering and the number placed is excessive.

The few women sent out singly worked on dairy farms, drove tractors, cared for poultry, or worked as general farm hands. The largest number was sent out in groups. Ninety-one units were organized in various parts of New York, Connecticut and New Jersey.³ The size of the units varied from 4 to 173 women. The largest was sent to a large tobacco plantation near Hartford, Connecticut, the second largest (153) to a cherry orchard near Rochester.

In the case of practically all of the units organized by the women farm labor specialists the expenses of providing proper housing and furnishings, as well as transportation, have been met by the farmers. This has been especially true of the large units. Two units sent out from Buffalo had their barracks furnished by a large canning company and the equipment by the Woman's Land Army. In all other instances the farmer supplied all necessary equipment. Units sent out from Rochester, Albany, New York City, Syracuse, Binghamton, Connecticut, New Jersey and Long Island had all their housing and equipment provided by the farmers, except in two instances. One of these was in Binghamton where the Y. W. C. A. furnished the housing and equipment and

³The distribution of the units was as follows:

Connecticut	4	New York (<i>continued</i>)	
New Jersey.....	3	Nassau county.....	2
New York:		Niagara county.....	2
Albany county.....	1	Oneida county.....	1
Broome county.....	1	Onondaga county.....	5
Cattaraugus county.....	1	Ontario county.....	1
Cayuga county.....	1	Oswego county.....	2
Chemung county.....	1	Otsego county.....	2
Chatauqua county.....	6	Rensselaer county.....	2
Chenango county.....	1	Schoharie county.....	2
Columbia county.....	2	Schuyler county.....	2
Cortland county.....	1	Cayuga county.....	1
Delaware county.....	2	Tompkins county.....	1
Erie county.....	5	Ulster county.....	26
Fulton county.....	1	Washington county.....	1
Madison county.....	1	Wayne county.....	7
Monroe county.....	2	Westchester county.....	1

the other in Syracuse where the Woman's Land Army and The Girl's Patriotic League contributed about \$300 toward the equipment of the camps and part of the rent for the housing of one of the units.

The aim was to make the units self-supporting. The farmers paid workers directly, who shared their living expenses on a co-operative basis. In addition each worker contributed fifty cents a week toward the wages of a cook and a supervisor. The weekly expenses per person including the fifty cents for the cook and the supervisor, varied in different units from \$3 to \$4.50 according to the locality. The supervisors were given assistance by the farm labor specialists in planning the housekeeping arrangements, buying supplies, and in planning meals that the cost might be kept as low as possible.

The wages have varied according to the locality and kind of work. In berry and fruit picking the pay was by the quart or pound. In general farm work and on truck farms the pay was by the hour or day, varying from \$1.50 to \$2 a day and housing. In some parts of the state the women have averaged \$25 to \$30 per month after all expenses were paid.

The New York State Boys' Working Reserve

The New York State Boys' Working Reserve of the State Food Commission has proven a very successful means of relieving the farm labor shortage, by recruiting boys under draft age for special summer work on the farms. The enthusiastic response of the boys is shown by the fact that 14,206 boys enrolled and 14,131 placements were made. Under the supervision of the State Boys' Working Reserve 34 camps were established, three of these being the training camps at the Morrisville and Delhi Agricultural Schools and at the farm of the Chief Zone Director at Earlville. The State Food Commission supplied the funds necessary for equipping the camps with cots and blankets. The camp at Earlville was financed privately. Six camps were located on Long Island, the equipment used being that purchased this spring by the Commission from the Long Island Food Reserve Battalion. For each of these camps, the Board of Education of New York City furnished a supervisor. The boys made from \$6 to \$9 a week

in these camps where a type of boy can be used under strict supervision and semi-military discipline, who would not be so happy or efficient on an individual farm.

Twenty-two camps were sent out from New York City to the fruit picking section in Ulster and Orange counties. The Food Commission paid the boys' transportation expenses, the farmers supplied the living quarters except in one instance at Kingston, where the Y. M. C. A. furnished the tents, and the Department of Education of New York City paid the supervisors except in the camp at Kingston, where they were paid by the Young Men's Christian Association. Albany sent out one camp to Sharon Springs, and Rochester one to pick peas and beans.

By far the great majority of the boys, however, were placed with individual farmers. Here the boy had the advantage of close personal acquaintance with the farmer in working out the problems of farm life as well as the advantage of a full set of equipment at his disposal at all times. So far as possible, the boy was placed where he was the only help the farmer had.

The amount of work done by the boys is indicated by the following figures:

Summary of Farm Work Done by 11,152 Boys of New York State Boys' Working Reserve (including New York City Boys)⁴

Number of acres plowed.....	76, 094
Number of acres harrowed.....	143, 620
Number of acres cultivated.....	67, 519
Number of acres hoed.....	27, 594

Number of Days Spent in Growing and Marketing Vegetables

	Days
Planting vegetables	40, 106
Transplanting vegetables	15, 801
Cultivating vegetables	69, 884
Gathering vegetables.....	34, 419
Marketing vegetables	7, 833
	Bushels
Peas picked by boys.....	3, 903
Beans picked by boys.....	3, 377
Potatoes dug	130, 138

⁴ All the farmers hiring boys have not yet reported on the total amount of work done.

Live stock poultry cared for

Horses	20,904	Steers	160
Hogs	20,027	Calves	68
Cows, milked daily	33,731	Ducks	8,604
Sheep	7,440	Other poultry	375,348

Crops harvested, by acres

Acres		Acres	
Winter wheat	10,272	Rye	5,711
Spring wheat	2,337	Oats and Peas.....	1,512
Oats	27,241	Beans	11,384
Barley	5,023	Cabbage	1,933
Buckwheat	6,573	Peas	1,698
Corn	19,364	Potatoes	1,320
Hay	81,025		

Vegetable crops cared for

Acres		Acres	
Lettuce	625	Snap beans	241
Beets	672	Peas	1,461
Radishes	329	Beans	6,900
Cabbage	1,646	Cucumbers	1,184
Cauliflower	496	Carrots	1,049
Tomatoes	1,137	Potatoes	20,349
Celery	621		

Fruits picked

Small fruits, qts ..	2,529,800	Plums, pecks	56,898
Peaches, bushels...	23,027	Apples, bushels	59,997
Pears, bushels.....	24,608		

In addition to the work listed above, the boys operated 66 farm tractors and 77 milking machines. They cared for 1,500 swarms of bees and 36 acres of tobacco.

The total food crops, exclusive of hay and fruit, raised by 10,295 boys, exclusive of fruit pickers, amounted to 131,078 acres, which represents a net earning to the farmer of \$433,816.30. This valuable contribution to production was effected at a cost of \$73,500, of which sum \$32,890 was spent for transportation, \$12,500 for equipment, \$28,200 for salaries of zone directors, stenographers, and supervisors, \$500 for printing and stationery, \$250 for the State Fair Exhibit, and \$100 for incidentals.

Of the total cost of the Boys Working Reserve the State Food Commission provided \$52,000, the New York City Department

of Education \$19,000, the Syracuse War Chest \$1,500, the Rochester Board of Education \$500 and the Buffalo Board of Education \$500.

Price Regulation

In the four months ending November 1, 1918, the State Food Commission and the Federal Board working together have developed and put into practice a plan for exercising more definite control over retail food prices than has previously been possible. This plan, which conforms with general instructions sent out to all states by the United States Food Administration, includes four principal features:

First, the determination by a general price committee composed of representative consumers and tradesmen, of fair maximum margins of profit by which fair retail prices are arrived at;

Second, the publication of the fair margins and prices in bulletin or poster form for posting, and the distribution of these bulletins to all stores selling meats or groceries;

Third, the checking up and reporting by volunteer agents on the actual retail prices charged, and the investigating of violations by official inspectors;

Fourth, the instituting of legal proceedings against those charging more than the approved margins of profit.

The fair margins are determined by the same procedure as were the differentials used in making up the fair price lists published during the past fiscal year. They are based on thorough accounting studies of the cost of doing business in retail and grocery meat stores, supplemented from time to time by special investigations of changing factors of cost. The margin is the difference between what the dealer pays for the commodity and what he sells it for. Out of this margin he must pay all his operating expenses — rent, light, transportation, labor, et cetera, what is left being his actual net profit. All of these items of cost are accurately ascertained by the examination of the books of hundreds of stores, and a general average figure for total opera-

tion cost established. The fair margin of gross profit on any given item is based approximately on the proportionate volume of business in that commodity in an average store, as compared with the total volume of business. That is, due consideration is given to the fact that certain staple articles, in which there is a large volume of business and a rapid turn-over have never brought the same percentage of profit as other less essential commodities.

The wholesale prices are secured direct from the wholesale markets at least twice a week by inspectors of the Commission, and from these are made up the fair retail prices by adding to them the approved margins or differentials. It should be understood that the wholesale prices are also limited by maximum margins of gross profit which are fixed by the United States Food Administration.

Advisory committees of retail grocers, wholesale grocers, retail and wholesale Gentile butchers, retail and wholesale Hebrew butchers, and fish dealers, have been formed to confer with the Division of Distribution regarding proposed schedules of prices. These committees are made up of representatives of the trade, and as it has been found possible to get them to agree on the margins of profit found to be fair by the Division of Distribution, a greater measure of cooperation among the dealers in the observance of them has been secured. Before any new fair margins or prices are issued, however, they are submitted to a general price committee composed of a majority of representative consumers, and a minority of representatives of the food trades selected from the advisory committees above mentioned. The facts upon which the margins of profits are based are reviewed by this general committee and formal action taken approving margins or differentials which can be applied in adjusting the actual prices from week to week.

The fact that it is possible in a great many stores to get the commodities at lower prices than those issued, does not necessarily mean that the latter are inaccurate and excessive. In most cases it simply means that the dealer is using them as "leaders" to draw trade, and is making up the profit he would ordinarily make on them by charging more for some other articles.

The new price bulletins include no luxuries, only those meats, dairy products and groceries that are commonly used in the average household. The prices are maximum only and the sale of any food at less than the approved prices is encouraged, providing it is not merely used as bait for exploitation. It is entirely possible that a dealer may be selling below the minimum of the approved range of prices and still be guilty of profiteering, for the determining factor is his margin of gross profit over the price he paid.

The bulletin form in which the prices are published contains in columns the list of staple commodities with grade and kind, the prices the dealer pays, the approved margins of profit, the maximum price the customer should pay, and a blank column at the right in which the dealer is required to insert his prices. Each dealer must keep one of these bulletins posted conspicuously in his store. In New York City the bulletins are distributed each week to all food stores by the uniformed police.

Whenever possible volunteer workers are used in checking up on the prices actually charged by stores. In New York City the Food Council has taken over responsibility for this and has designated volunteer women to check the prices in every portion of the city, and to report all cases of dealers charging more than the published prices, and all cases in which they have reason to believe the dealer is making a greater profit than is permitted.

In order that these volunteers might be trained in recognizing the various grades and kinds of commodities listed on the price bulletins, a series of lectures was arranged for them by the Bureau of Distribution and Transportation, which will include detailed explanations of the distinguishing qualities of each. Apparent violations are then investigated by trained inspectors and the dealer subpoenaed.

If he is found guilty of minor profiteering and it is his first offense, he may be warned and further action suspended, provided he signs a pledge to abide by the approved prices in the future. If, however, evidence is secured of deliberate intention to charge more than the allowed margins and the gain from such overcharging has been considerable, a formal hearing is held and appropriate legal action taken.

Regulations Requiring the Labeling of Meat

The efforts of the Commission to regulate the retail price of meat through the issuance of fair price lists brought out the need for rules applying to meat, similar to those put into effect by the Food Commission in January, 1918, applying to certain staple groceries.⁵ The extensive studies made of the methods of meat cutting, both Kosher and Gentile, and the scientific data developed for the determination of costs of various cuts of meat and fair retail prices for them, all furnished a basis for the preparation of special regulations requiring standard labeling of these cuts.⁶

One of the worst frauds practiced on the New York City public in connection with the sale of meat is the sale of ordinary trefa, or non-kosher meat, for kosher meat, which is supposed to have been prepared according to certain Jewish ritualistic rules, and therefore, sells for a higher price. The Jewish people in the poorer districts of the city are thus made to pay more for their meat than those in wealthier residential sections and what they buy may even be inferior. With the hope that it might be possible to wipe out this fraud as well as give the general public a means of knowing more definitely what it is buying at the meat shop, the Bureau of Distribution and Transportation proceeded to draft two separate sets of rules, one dealing with kosher meat and the other with non-kosher. Immediately the question arose, however, as to what is "kosher." The help of the orthodox Jewish community was enlisted to establish definite standards for kosher killing and retail marketing of meat and poultry. By November 1, 1918, it had not proven possible to accomplish the desired protection of the Jewish public in this matter without becoming involved in questions of religious ritual and the plan of enacting separate regulations for labeling of kosher and non-kosher meat has temporarily been abandoned.

Rules have been prepared by the Bureau of Distribution and Transportation covering both kosher and non-kosher meat and requiring all meat dealers to post signs on certain cuts of beef, lamb, mutton, pork, and certain by-products thereof, on live and

⁵ See page 32.

⁶ See page 30.

killed poultry, indicating the kind, grade and retail price per pound untrimmed, and also the retail price per pound trimmed.⁷

Special Investigations of Trade Practices and Conditions

In this four months' period a number of special investigations of trade practices and trade conditions, similar to those described in the report for the fiscal year, were conducted by the Division of Distribution of the Bureau of Distribution and Transportation. Among these were an investigation of the high prices of oranges in the New York market, an investigation of the costs of manufacturing prepared meats for delicatessen trade, an investigation of profiteering in the sale of lamb, an investigation of the ship chandling trades, and a number of minor investigations. A great deal of time of the market inspectors and the accounting staff had to be devoted to collecting data upon which fair margins of profit could be determined.

In each county throughout the State, special investigations were made continually during this period by the county food administrators with the inspectors assisting them, wherever their assistance was found necessary. The county administrators throughout the State were, as far as possible, given the benefit of the research work done by the Bureau of Distribution and Transportation. No attempt is made here, however, to describe the investigational work in all the various counties to which investigators of the State Food Commission were assigned.

The extremely high price of oranges in the New York market was the occasion of a very thorough investigation of every phase of the marketing of this fruit in New York City. It was found that all concerns trading in oranges were taking in enormous profits, and as a result of the investigation, the prices of oranges took a decided drop.

It is the practice in the New York market for commission houses to sell oranges consigned to them at public auction to the highest bidders. Direct sales are rarely made. Mal-practices which have a tendency to inflate prices are prevalent. It is often

⁷ These rules were formally adopted by the Food Commission November 22, 1918, to take effect December 15, in the counties of New York, Kings, Queens, Bronx, Richmond and Westchester.

the case that oranges offered at auction are withdrawn if the prices bid are not considered high enough. Furthermore, commission houses offer for auction as representative of the entire lot high grade samples which bring top prices, but are not at all representative of the quality of the goods being sold. It is the general practice in the trade in New York City to repack Porto Rico and Florida oranges after arrival, for the purpose of removing deteriorated fruit. However, inspectors from this department found that in many instances crates of oranges were not repacked and were sold containing a great amount of poor fruit. In other cases it was found that in the repacking of such oranges quantities of inferior fruit had been placed in the same boxes with the better brands.

Investigation of the books of a number of concerns revealed that excessive profits were made in sales made at auction, and it was brought out that oranges were being sold to the fruit auction concerns at an artificial market price.

The investigations in the orange market opened up many problems in connection with profiteering where food is sold at auction, which can be constructively dealt with only by months of persistent effort. It is recommended that the permanent city, state and federal departments having to do with the marketing of food develop a plan for concerted action, accompanied by such further legislation as may be necessary for regulating the sale of foods at public auction.

At the request of the retail delicatessen dealers of New York, an investigation was made of the costs of manufacturing delicatessen meats, including bolognas, frankfurters, corned beef, pastrama and salami, for the purpose of ascertaining whether or not undue profits were being made by the manufacturers. By inspection of plants and examination of accounts, information was secured as to the costs of meats and other ingredients used, the cost of the different processes involved in the preparation of the meats, the amount of labor required and all other elements of cost.

A survey of all the refrigerating houses in the vicinity of New York City was made to determine the quantities of meats stored for manufacturing purposes. A complete tabulation was made showing the original storers, the quantities, the state in which stored,

from whom purchased in original state, the prices paid and the length of time in storage.

The operating costs of 1918 were compared in detail with those of the previous year. It was found that most concerns had approximately the same shrinkage, the same labor expense, and used the same methods of preparing their meats. It was also found that even with the increased operating costs and other expenses, manufacturers were making a slightly higher margin of profit on all meats produced as compared with the margins of 1917. It appeared that the manufacturers were offsetting their losses on certain items, such as pastrama, by demanding higher prices for the other meats manufactured.

Profiteering in Lamb Checked

Early in October there was a sharp decline in the wholesale prices of lamb. Investigators of the Bureau of Distribution and Transportation were sent immediately out into the market to find out whether the consuming public was being given any benefit of this decline. This investigation revealed that 234 butchers had not lowered their retail prices to their consumers. After preliminary hearings conducted by the Complaint Division, these butchers were all summoned before the Federal Food Board and the State Food Commission. They were all given the alternative of closing their shops for varying periods depending upon the seriousness of their offense or making contributions to the Red Cross and signing a pledge to abide by the prices of the Federal Food Board in the future. Out of the 234 cases, 199 decided to make contributions averaging about \$100 each to the Red Cross, six cases are still pending and the balance have been dismissed.

The immediate and continued effect of this prompt and summary action was to keep the retail prices of meatstuffs at a lower level to the consumer and to bring about a general compliance among the butchers with the fair margins of profit issued by the Federal Food Board.

Study of Ship Chandling

As a result of many inquiries and complaints from the United States Emergency Ship Building Corporation which supervises the

purchases of food supplies for ships loading in New York harbor, a study was made of the ship chandling trade. This brought out the fact that the dealers in this trade are of a type that could not be classified as either wholesale or retail. Ship chandlers purchase both from the wholesalers and retailers and their sales are frequently made in lots greater than retail amounts but not as large as wholesale amounts. Under the circumstances these concerns could not be governed either by the wholesale margins of profit or the retail margins of profit as fixed by the United States Food Administration and the New York Federal Food Board. After full information had been collected regarding the conditions of the trade it was decided to call a meeting, to which all ship chandlers in Greater New York should be invited, for discussion of the problems involved in removing the practices detrimental to the interests of the public. A committee of representative ship chandlers was appointed to assist in arranging for the meeting. The ship chandlers had no association at the time but at this meeting an organization was formed. This organization gave helpful consideration to a form of questionnaire for the purpose of ascertaining the operating expenses and overhead charges in the business. This questionnaire has been sent out and following its return and the compilation of figures and facts contained therein, a set of margins of profits which will be fair to all concerned will be determined upon.

Control of Sugar Distribution

The control of the distribution of sugar in New York State became one of the largest tasks confronting the food administrative agencies in the State during the months of July, August, September and October. Beginning July first all users of sugar, other than householders, were placed on the certificate plan. The Sugar Division, organized early in May, 1918, subsequent to the ruling of the United States Food Administration effective May 15th requiring all manufacturers using sugar to be registered on a certificate basis, was enlarged by July 1st to a department of over 160 employees which was combined with the Trade Organization Division of the State Food Commission and the Federal Food Board.

The distribution of sugar for the entire State of New York was administered from the New York City office. The Sugar Division was divided into four subdivisions: the "A" and "B" departments which handled manufacturers; the "C" department, public eating places; the "D" department, bakeries; and the "E" department, retail and wholesale dealers. Statement blanks were given out or mailed to users of sugar coming under these classifications, and as rapidly as the statements were returned showing the amount of sugar on hand, in transit, and the amount used or sold during specific periods, the issuing of certificates followed. The functions of each subdivision included the interpretation of rules, the installation of filing systems, checking over statements of the holders of certificates, computation of allowances, and the issuing of certificates. In each of these subdivisions there were necessarily several sections. Different allotments, for example, were made for manufacturers of soft drinks from those made to manufacturers of condensed milk. In public eating places, differences in type of service to the public called for different allotments, as, for instance, a lunch stand serving coffee only as compared with a canteen in which a variety of food is prepared and served. Bakeries making cakes, pies, and pastries, had to be handled separately from those making breads only.

During July, August, September, October and November ^s approximately 70,000 statements were handled monthly. They were the basis on which sugar certificates were issued. This number included approximately 9,000 statements for manufacturers; 17,000 for public eating places, including institutions; 7,000 for bakers, and 37,000 for retail dealers. The Sugar Division was handicapped at the period of its preliminary organization by the removal of the offices of the Commission and the Food Board to their present location. Approximately a week's time was lost in the process of packing and unpacking and straightening out records. The consequent confusion delayed the issuing of certificates and threw burdens on the Division which handicapped it for several weeks.

^s Figures for November are included because the work of this Division is being discontinued December 1, 1918.

Owing to the late receipt of the basis of the October allotment, the manufacturers' statements for that month were particularly complicated. Until the proper basis was decided upon, the October allotment was issued on the 50 per cent allowance of the previous year. The November basis was subsequently changed and practically all manufacturers' October allowances had to be adjusted in connection with the November allowance.

The greatest obstacle to the adequate control of the distribution and consumption of sugar was found to lie with the retail dealers. Approximately 8 pounds of sugar per capita for the New York State population were released to dealers in July and August on the basis of the dealers' statements covering actual sales in the preceding three-month period. The official ration, on the other hand, for households in this period was a total of 5 pounds per capita (3 in July, 2 in August). To make an allotment that corresponded more accurately with the official ration, the Sugar Division took as a basis for the monthly allowance one-third of the amount shown to have been sold during April, May, and June, deducting the stock on hand July 1st and then sent certificates for July for the remainder. Those dealers having a stock exceeding thirty days received no sugar in July. In August, 70 per cent of one-third of the April, May and June amount sold, was allowed after deducting additional stock on hand over and above 30 days from July first. In order to check further the accuracy of these statements, the retailer was required to give the number of his customers and the amount of gross sales during a given period.

It was realized that fixing an allotment on this basis would not meet the demand for extra sugar for canning and preserving. A plan was consequently adopted whereby the dealers filed with the county food administrators their home canning slips covering sugar sold in quantities not to exceed 25 pounds at a time. The amount of sugar covered by these home canning slips for each dealer was recorded. The county food administrators, after checking them, certified to the Sugar Division the amount of sugar legitimately sold and additional certificates on such certification were issued. A plan was perfected for filing all statements by counties and listing with the county food administrator, the

name, address, and sugar allotment of each company or individual receiving sugar certificates in his county. In this way the merits of each case could be ascertained.⁹

In September it was necessary to reduce the sugar allowance to dealers to about half what they received for August in order to keep within the total allotment for New York State for the three-month period, July 18 to October 18. In July, August, September, October and November, the amount of sugar released on certificates was as follows:

July	66,995,000 lbs.
August	72,579,000 lbs.
September	60,633,000 lbs.
October	63,569,000 lbs.
November	48,915,000 lbs.

In addition to these amounts, certificates to cover sales of sugar for canning were issued to the amount of 14,343,000 pounds. Interim certificates were issued to wholesalers in July to the amount of 18,932,000 pounds, but are not to be considered with the figures for July, August and September, as they do not represent an additional amount of sugar released on certificates, but represent the amounts of sugar obtained by wholesalers from refiners until the former received certificates from retailers. The sugar thus obtained was accounted for by replacing all interim certificates with retailers' certificates as they were received.

The Complaint Division co-operated with the Sugar Division in the effort to maintain fair sugar allotments and to investigate cases where it appears false statements were being made. Subdivision "C," regulating sugar allotments to public eating places, has had the assistance of the State Committee of the Hotel and Restaurant Division of the United States Food Administration in checking up the observance of the limitations imposed on public eating places in the use of sugar.

⁹ A notice was sent out to the trade papers, grocers and householders, that after October 19 all sales of sugar for home canning would be discontinued. Upon the approval of the Bureau of Conservation, however, requests for canning sugar from women's organizations making jams and jellies for hospitals caring for wounded soldiers, were granted.

The Sugar Division published a digest of the sugar rationing rules affecting public eating places, bakeries and retailers, and prepared for the general public a resume of general information containing the sugar ration for consumers, rules governing the sale of sugar to households, and suggestions for sugar saving.

Many special problems necessarily arose in the attempt to fit a fixed set of rules to various kinds of business and people. Special arrangements had to be made for the disposal of sugar damaged in shipping or in other ways, for redistribution of surplus sugar which manufacturers could not be allowed to hold, and for the sale of sugar to war workers going abroad.

The administration of this difficult function of equalizing the distribution of sugar in this State has been accomplished with practically no cost to the State itself, except the salaries of the several persons of the Trade Organization Division of the Food Commission who were assigned to the Sugar Division. The other expenses of personal service, equipment, rent and supplies were all borne by the Sugar Equalization Board of the United States Food Administration. It would not have been possible to handle this task as effectively and as economically as it was handled if it had not been for the patriotic men, experienced in the management of big undertakings, who volunteered their services and who worked night and day for weeks under great pressure, and with devotion and loyalty befitting a soldier in the first line trenches.¹⁰

Strikes in Food Industries Averted

The Bureau of Distribution and Transportation of the State Food Commission and the Federal Food Board has been able to adjust amicably several important labor disputes in food industries during the four months ending with October, thereby saving loss of food and hardship on the public. In each case intervention was only at the request of or with the approval of both parties to the controversy.

In October various labor unions in the baking industry in New York City, including both Gentile and Jewish bakers,

¹⁰ Among those deserving especial commendation for the service they rendered are Messrs. B. Hoffman, Charles J. Goldmark, Clarence Troup, George Van Vlack, Edward Brandt, N. J. Alexander, John J. Fitzgerald, Victor Perley, Frank Lewishon, Edwin R. Ellwood and Misses Lucy Kipper and Grace Turner.

demanding of the boss bakers certain changes in the wage scale and other conditions of employment which if not accepted by them would result in a walk-out. At the request of both sides an informal meeting was held at the Federal Food Board office on October 25th at which both the unions and the boss bakers were represented. Mr. Floyd Fiske, Assistant Director of the Bureau of Distribution and Transportation, presided and through his efforts the time set for the general walk-out was postponed for one week. At this meeting both sides urged the Assistant Director to act as mediator and as a result of this, two large mass meetings of bakers were held in Brooklyn where committees were designated with power to act for the boss bakers. At his suggestion these committees met with the union men on October 29th, at which time a settlement of the difference was effected and the walkout avoided. Nine conferences and meetings with bakers were held in connection with obtaining a settlement of the threatened strike.

Incidentally the accounting staff made a survey of baking operating expenses and profits with particular reference to the effect the increased wage scale would have on baking costs.

A general strike affecting Gentile butchers in New York City was impending late in October because of a demand for an increase in wages and better hours for retail meat cutters. The strike was averted after a series of conferences were held in the interests of obtaining an agreement, at the request of Assistant Director Fiske who acted as an informal mediator.

Through the efforts of a representative of the Bureau of Distribution and Transportation, foodstuffs which were in danger of spoiling because of a strike in progress among freight handlers on Pier 86, North River, were kept moving toward their destination and much loss thereby prevented.

A threatened strike in a large meat concern was prevented by a representative of the Food Commission who attended a meeting of the union and persuaded those concerned not to call the strike. Other strikes affecting food industries regarding which the Food Commission was notified or requested to intervene were referred to the Bureau of Mediation of the State Industrial Commission for adjustment and in all cases the Food Commission

co-operated fully with this Bureau of the State Industrial Commission in the settling of industrial disputes.

Community Canning in New York City

Community canning and preserving of perishable summer vegetables has proven a practical means of education in food thrift and food conservation. This was demonstrated in the forty canning centers organized and managed by the Bureau of Conservation this summer in New York City. The undertaking would have been impossible without the action of the Board of Education permitting the use of public schools as centers for cooking and canning for six weeks during the summer, and voting an appropriation of \$3,000 for the salaries of teachers to be paid at the rate of \$3.00 per canning session and \$1,000 for supplies. The Bureau of Conservation of the State Food Commission and the Federal Food Board assumed entire responsibility for the administrative work, planning the canning program, selecting the canning centers, purchasing the jars and special canning equipment, furnishing literature, adjusting complaints, and managing the financial arrangements. Forty public school centers were established with a demonstrator from the Bureau responsible for the centers in each borough.¹¹ In charge of each center was a domestic science teacher from the Department of Education.

In the poorer districts, or in those where school kitchens were on the fifth floor of the building, it was deemed advisable to declare settlement houses annexes to the public school centers. In such cases the settlement was responsible for the registration of the women and for interesting its various settlement classes in the canning work. The centers were open from one to three days a week. Five weeks of actual canning was done as the first week was spent in registration, making inventories of equipment, giving demonstration lessons, and adjusting the registration to the capacity of the centers. The Food Council of Greater New York assumed responsibility for securing volunteer aides and for the attendance, guaranteeing the registration of a sufficient

¹¹ In addition to these centers the demonstrators held canning classes at the Young Women's Hebrew Association, Christodora House, The School Settlement in Brooklyn, and the D. Y. N. T. Settlement House at 18 Leroy Street, Manhattan.

number of women for each center to justify its being kept open. The volunteer aides relieved the teacher of the responsibilities of all financial arrangements. Registration blanks were posted so that advance registration could be made and orders put in for produce to be canned.

The Department of Markets of New York City undertook to supply the fruits and vegetables, as the matter of securing fruit and vegetables in large quantities, at a reasonable price, was naturally an important feature in making the canning center a success. The Department selected near each center a retail grocer, who agreed to sell supplies at the wholesale price, plus a 5 per cent. commission to cover hauling costs. Arrangements were made at the pier to supply several grocers from one jobber so that the grocer might have the advantage of a lower wholesale price than usual. In order to check the honesty of the grocer, it was agreed that on delivery of goods, he should present his wholesale slip, showing what he had actually paid for the food. The plan of the Department of Markets for supplying vegetables and fruit did not work out as well as it should have in some districts. In many instances, the local dealers charged more for the material than other retailers about the center were charging, the wholesale slip was rarely presented, and in several cases, dealers selected by the Department were not popular with the women of the neighborhood. Furthermore, purchasing through the retail dealers did not secure as low prices as the women had expected. Many of the dealers, however, became quite interested, making especial efforts to assist in the selection of material and to deliver the goods at the appointed time. In spite of these various difficulties, one advantage of the scheme was the maintenance of the community idea, the local dealers becoming interested in the center and the women in the problems of the dealers. One of the most serious difficulties encountered was that of equipping the school kitchens for canning, as there was no equipment for this purpose in the public schools. To make it worth while for a woman to spend a day at the center, she should be able to can at least five or six quarts of fruit or vegetables. With twenty women at a center, this meant an output of one hundred to one hundred and forty jars a day. The equipment required to secure

this output must comprise 10 wash boilers with covers and racks. It was necessary for the State Food Commission to purchase many of these utensils. Some were loaned by the women themselves, while others were donated after an appeal had been made in the newspapers. The jars were sold at the wholesale price and the rubbers furnished free of charge.

As a rule the day's work included the canning of a fruit and a vegetable, and all work was done in community fashion. In the six weeks during which the canning centers were open, the total attendance at the classes was 11,081 women, including those who came only to get instruction, and 31,149 quart jars of fruit and vegetables were preserved.

The following summary gives an idea of the extent of the canning activities in the forty centers of New York City:

BOROUGH	Total Attendance	Average Daily Attendance	Output Quart Jars
Richmond	734	44	2,202
Upper Manhattan	1,654	164	5,245- $\frac{3}{8}$
Lower Manhattan	932	106	2,050- $\frac{1}{2}$
Bronx	2,398	208	5,413- $\frac{1}{2}$
Brooklyn	3,195	286	9,159- $\frac{3}{4}$
Queens	2,168	162	7,078
	11,081	970	31,149

Peaches, plums, carrots, beans, beets and pears have been canned, and sugarless carrot marmalade and sugar conserve of carrots and peaches have been made.

The average cost per quart of canning and preserving was as follows:

Material Canned	Average Cost Per Quart
Beans	\$0.09
Peaches	.19
Beets	.06
Plums	.14
Plum conserve	.50
Peaches conserve	.40
Carrots	.10

Community canning proved to be of advantage to the housewife financially. A small can of beans purchased at the grocers would ordinarily cost from 18c. to 25c. The average cost of the string beans canned at the centers was 9c. a quart, and a quart can is twice as large as the average can bought at the store. It is estimated that on the 5,000 quarts of beans put up at the centers, there was a saving alone of \$1100 to \$1700.

The primary aim of these canning centers was educational, to train the city housewife to can, to educate her in habits of food thrift, right habits of living and food conservation. With so many centers and a limited, small number of women at a time, the educational aspect could be emphasized. Approximately 75 per cent of the women had never canned before. The use of the simplest possible equipment in all the centers made the training practical. There was utilization of food material to the utmost. The idea that such things as peach parings and tomato skins could be made into peach jelly, tomato soup or catsup was entirely new to many of the women. The importance of the wide use of vegetables and fruit was taught. In foreign districts where few vegetables have been used, lessons were given in vegetable cookery and new vegetables introduced. Simple table service was taught at some centers where foreign mothers stayed for lunch. Cleanliness and care in food preparation, wise choice of foods, and economy in buying, were other "side lessons." The message of the Food Administration was taught by the saving of perishables, the making of sugarless conserves, and use of sugar substitutes in canning, and by the distribution of conservation literature on the use of wheat substitutes, milk, green vegetables and the proper food for children.

The social influence of the centers was an incidental advantage gained for the community. The centers were democratic; all women were equal; any one could register for work, and all worked together on an equal basis. Each woman broadened her outlook on life and relearned the lesson of the public schools, ability to work with people.

An interesting development has come out of this canning center experiment. Many of the centers were located in the poorer districts. It was found that the women of these districts were more

interested in this cooperative type of work than in anything else the Bureau had yet done, because of the community and social life opened up to them. They liked doing things together, preferring to cook in groups rather than to cook at home alone, and have requested that arrangements be made for cooperative baking this winter. These women want to do some of the work themselves and have something to take home rather than just to watch the demonstrator work. The opportunities offered to the Bureau of Conservation in such cooperative cooking are great. It would be seen to that the women would prepare the right kind of food for their families, an advantage from the standpoint of proper nutrition. Then, too, after the practice of preparing different dishes, they would be more apt to cook them in their own homes than if they had merely seen them demonstrated. It will not be possible to keep these centers open daily as the Bureau's staff is limited, nor could the women spare the time to come every day in the week. The plan at present is to hold the cooperative cooking classes one day a week. It is also difficult to find centers with sufficient oven space to do cooperative baking on a large scale, but by combining baking and some other cooking a fairly large number of women can be accommodated at a small center.¹²

Other Conservation Work Continued

Food demonstration work during this period has continued as usual with demonstrations at homes and at settlement houses; talks and demonstrations at public playgrounds during the hot summer months; demonstrations and exhibits at pushcart and other markets, small grocery stores, department stores and before garden clubs in Queens and Long Island. The demonstrations at pushcart markets were projected for the purpose of reaching the foreign element in the extremely poor districts. Where last year the attitude of these neighborhoods was extremely antagonistic, in fact a small riot greeted the Food Aid Committee's demonstration truck in 1917, this year there seems to be a growing appreciation of the need for information and an understanding of the objects

¹² At present, cooperative cooking is being carried on at Henry Street Settlement, the Hudson Guild and St. Bartholemew's. Plans are under way to begin at Greenwich House, the Union Settlement, Warren Goddard, the Y. W. C. A., the Y. W. H. A., and Public School 59, Manhattan.

THE POTATO CAMPAIGN.



Don't eat that slice
of Bread
Have another Potato
instead



Poster Used in New York City Stores, Restaurants and Public Places to Increase Use of Potatoes.

of the Food Administration. By arousing a friendly interest in the work of the Bureau, it is hoped that it may be possible to form a nucleus for demonstration classes in various sections of the city not yet reached. Demonstrations have been held also in Queens and Richmond in certain popular grocery stores which do a cash and carry business, and whose patrons might be expected to be interested in economy in the purchase and use of food. The attendance varied from 100 to 200 women every day. In the opinion of the Bureau, grocery stores offer the same advantages as markets for demonstration work. A woman coming to a grocery store or market is thinking of food and is willing to stop and get all the ideas possible on conservation and economy.

Exhibits on food conservation have been continued at public schools, libraries, department and candy stores and settlement houses. The use of cooked foods in exhibits has been discontinued at the suggestion of the United States Food Administration except where such food products can be shown and utilized afterwards, such as sugarless conserve and other canned products.

Recipes and food conservation suggestions in Italian, Yiddish and English have been formulated and distributed at demonstrations, canning centers, settlement houses, through the libraries and other agencies. Especial effort was made to help the housekeeper meet the sugar shortage during the summer and early fall and to understand the sugar rules.

Last year demonstrations were given throughout the city weekly or semi-monthly for an indefinite length of time, with the result that the women were irregular in their attendance, believing that any meeting missed could be made up later. A more effective and constructive plan has been evolved for the demonstration work this winter. Demonstrations will be given in series, once a week, the number depending upon the attendance and the section of the city. Topics for each demonstration in the series have been announced through personal letters to the women of the neighborhood, through churches and schools. Where it seems advisable to give additional demonstrations in any given district, a second series will be planned. At present four demonstration centers in the poorer districts have been opened.

During the worst phase of the influenza epidemic, emergency calls were made upon every trained individual to help in relief work, not only among patients, but also among their families where young children were without food when both parents were ill. As need was especially urgent for experienced women to take charge of relief kitchens, demonstrators from the Bureau of Conservation were assigned to supervise, cook, and assist in the general operation of the kitchens financed by the Red Cross and other organizations. These kitchens were distribution centers for soup, milk, jellies, custards. In some instances, where the kitchen was located in a settlement house, the children were given their luncheons and suppers. At the same time, the Bureau prepared and distributed 16,000 pamphlets on invalid cookery, approved by the Department of Health, besides giving short talks at demonstrations on the proper diet of patients.

Conservation Work in Up-state Cities

Although in the up-state cities, community canning has not been done as extensively as in the New York City districts, it has constituted one of the chief activities of the conservation work during the past three months. The community or thrift kitchen has generally served as the canning center in each city. In several places school kitchens have been used as in New York City. Much of the demonstration work also has consisted of canning lessons. Especial effort is being made to arouse the interest of the foreign born population in food problems. In Buffalo, where there are large foreign settlements, a thrift kitchen has been opened in the Italian section. Before anything tangible can be accomplished with these groups, a certain shyness or fear must be overcome. The conservation agent in charge of the kitchen managed this by holding her demonstrations outside the kitchen on the sidewalk until the interest of the women was sufficiently aroused to bring them in. In creating interest in the conservation literature, the cooperation of the superintendent of the Italian Hospital has been promised. The approach to the Poles has been made through a series of demonstrations over a period of ten days in a department store in the Polish district. It is hoped that through this initial effort, sufficient interest will be aroused to guarantee adequate

attendance at the thrift kitchen shortly to be opened there. Dunkirk and Troy also have had community kitchens established, bringing the total number of cities having kitchens up to nine.

The Victory Special

The Victory Special has done successful work during the four months, from June to November, carrying the message of food conservation to the smaller communities. One hundred and twenty towns were visited by the train. The reception was enthusiastic. In Mt. Morris, for example, over 287 housekeepers attended the demonstrations, which included work on canning, drying, preserving without sugar, and wheat and sugar saving dishes. Educational campaigns and exhibits have been carried on as usual. In Albany a campaign has been carried on to arouse interest in improving the quality and increasing the use of cottage cheese. Exhibits of wheat substitutes and demonstrations of the fireless cooker have attracted large audiences every place.

Aid in influenza epidemic

The conservation agents up-state were also assigned to assist the Red Cross Relief Committees and the Local Boards of Health in meeting the emergency caused by the influenza epidemic, since quarantine regulations forbidding meetings interfered with their regular work. At the various thrift kitchens quantities of broths and light foods were prepared for distribution among patients. In Buffalo and Syracuse, the agents assisted in the emergency hospitals in the preparation of food for the sick, the doctors and the nurses. In Rochester, the city agent being a trained nurse, devoted her services to relief work among the foreigners. Enthusiastic local recognition has been accorded the conservation agents for their generous and able work.

Enforcement

There is little to be added by way of general description of procedure and methods in the investigation and correction of violations of the food regulations, to what has already been given in the report for the fiscal period ending July 1, 1918.¹³

¹³ See page 67.

The legal staff of the Federal Food Board and the Food Commission was enlarged during the four months beginning July 1, 1918, by the addition of two experienced attorneys who volunteered their services to the government.

The most important type of violations on which formal legal action was taken during these four months were as follows: Hoarding of sugar, charging excessive rates for storage of food, making inaccurate accounting of sales, exceeding the allotment allowed in the use of flour, unfair trade practices in the ship chandlery business and violations of the regulations requiring the labeling of certain foods.

Formal hearings before the Federal Food Board, involving extended investigation and analysis by the legal staff, have been held in 383 cases. These include 44 cases of violations in up-state cities, but do not include the hundreds of cases heard by county food administrators in up-state counties, which did not require the assistance of the legal staff of the New York City office. Enforcement cases handled directly by the Complaint Division are reported on below. Of the 383 formal cases, 127 concerned bakers.

The disposition of these cases was as follows: Revocation of license, 18; suspension of license, 62; Red Cross contributions permitted in lieu of other penalty, 103; warned, 29; money refunded to customers overcharged, 74; dismissals, 104; criminal fines, 4; still pending, 18. The Red Cross contributions collected in 103 cases amounted to \$38,798.22.

Among the important cases acted upon during this period were those of several of the largest restaurants and hotels, who were found to be guilty of having on hand stocks of sugar so large as to bring them under the definition of hoarders.

In the cases of the McAlpin, Claridge, Savarin and Fifth Avenue restaurants, all of which are under the management of the Greeley Square Hotel Company, the amount of sugar on hand in each instance was a five months' supply. The case was vigorously contested and it was only after many hearings in New York City and in Washington that a decision was reached which provided for the closing of the candy business of the hotels, the surrender of the surplus stock of sugar, and a contribution to the

Red Cross of \$10,000. In the case of the St. Regis Hotel, as the charge was an over supply of sugar, the penalty imposed was the revocation of its baking license for thirty days. The same charge in the case of the Hotel Imperial resulted in the closing of its restaurant from a Friday night to Monday morning.

In making application for sugar certificates, Page and Shaw, large manufacturers and retailers of candy, filed statements showing that they had on hand a four months' supply of sugar in New York City. Their explanation of the situation, when summoned to appear before the Board, was unsatisfactory so their factory and five retail stores in New York were closed for a week, and a sign posted in a conspicuous place in each store, stating that they had violated the rules of the United States Food Administration and promised full obedience in the future.

It was brought to the attention of the Federal Food Board by the Intelligence Division of the Navy Department, in April, that a large amount of sugar was stored in the warehouse of Mr. Rudolph Ollsner, the principal officer in the Germania Catering Company, which controls the Cafe New York and the Stadt-Keller. Upon investigation it was found that sufficient sugar to last these restaurants between seven and twenty-seven months had been stored. The matter was referred as a test case under the criminal provisions of the Lever Act, to the United States District Attorney for the Southern District of New York. An indictment was had, and when the case came up for trial, the Germania Catering Company pleaded guilty, and was fined \$5,000. A full report of the conduct of this case was sent by the Enforcement Division of the United States Food Administration to every federal food administrator in the country.

The investigation of one violation often leads to the discovery of others, implicating even the entire trade. Upon investigating the firm of Lass and Cohen, poultry commission merchants, who were reported by the Poultry Division of the United States Food Administration to be rendering false and fraudulent accounts of the sales to their shippers, the charges were found to be true. At the hearing on this case, general charges were made against the entire poultry trade that the accounts of sales of all poultry commission houses were similarly false and fraudulent. At the

request of the Federal Food Board, the Poultry Division of the United States Food Administration assigned an inspector to investigate the books of the 30 commission houses in New York City to ascertain if these charges were based on fact. Two other commission houses were found guilty of the same practice, the license of one of which, M. Durham and Sons, was suspended for one week, and of the other W. J. Hinrichs, for 20 days.

Three new cases of violations of the regulations of the State Food Commission requiring the labeling of certain staple food commodities wherever displayed for sale, have been brought before Judge Appleton of the City Magistrate's Court in New York City since July first. In April, when 12 such cases were heard by the same Judge, he suspended sentence but stated that in the future he would impose the full penalty prescribed in the statute. In one of the three cases since then he imposed a fine of \$200, or five days' imprisonment, in the other two, a fine of \$100, or one day in prison.

The investigation and prosecution of the All Package Grocery Stores case has added immensely to the prestige of the Federal Food Board and the Food Commission. During the winter constant complaints were received about these stores, which had been placed in the hands of receivers. Although the conditions complained of were taken up with one of the receivers, Herbert Emerson, no improvement was shown. Finally at a trial of seven store managers it was found that they not only ignored but were totally ignorant of all the food regulations. Affidavits were made by some of the employees that Mr. Emerson had instructed them to pay no attention to food regulations. Upon application by the legal division to the U. S. Court, which had appointed the receivers, for an order directing them to obey the food laws, a referee was immediately appointed to take testimony in reference to violations. These hearings brought out many important facts, resulting in the removal of Mr. Emerson by the court. Not only had Mr. Emerson ignored all food regulations but he had deliberately violated them. Furthermore, he had been guilty of dishonest practices. As receiver he had bought some \$217,000 worth of butter and eggs from one W. W. Johnstone, at prices so high as to look suspicious. Upon investigation of the Johnstone books

it was found that throughout this period Mr. Johnstone had been paying Mr. Emerson \$100 a week, and had also given him lump sums, aggregating more than \$40,000. An adjustment is now being arrived at whereby Mr. Johnstone is to pay the creditors of the All-Package Stores approximately \$15,000. Mr. Emerson is to be deprived of all his commissions which would have amounted to \$5,000 or \$10,000.

The most important classes of violations that have come under the jurisdiction of the legal division upstate are: First, exceeding the margins of profit allowed to dealers in the sale of various food commodities; second, violations of all the flour rules, and third, unfair trade practices. Hearings have been held in Westchester, Erie, Albany, Montgomery, Nassau, Oneida, Orange and Onondaga counties. In those cases where the margins of profit fixed by the Food Administration have been exceeded, the penalty imposed has been either a closing or an acceptance of a voluntary contribution to a war charity.

The unfair practice cases were mostly those where consignees had rejected shipments. One case involving fraud was brought to the attention of counsel and the license of the guilty dealer revoked. He had sold cheap feed as flour and upon the consignee's refusal to accept the shipment, sold it, for a reduced consideration to another purchaser. He then sued the original consignee in a civil court of a western state, but in asking for damages did not credit the amount received from the sale to the other purchaser.

The work of the Division of Complaints has been continued along the same lines as those described in the main report.¹⁴ It is by this division that the major portion of the enforcement work of the Federal Food Board and the State Food Commission has been done, although the most important cases requiring formal hearings are handled as indicated in the preceding section.

The following summary indicates the number of complaints handled in New York City alone during the four months from July 1 to November 1, the subject matter involved and the disposition in the various cases:

¹⁴ See page 74.

Complaints received	6,797
By telephone	431
By mail	1,698
By personal call	837
Through investigation	1,142
Through Food Council	1,018
Through Commissioner of Public Markets.....	9
Through United States Food Administration, Washington	63
Through County Food Administrators.....	84
Through interoffice reports	1,348
Through Board of Health	164
Through Police Department	2
	6,797
Subject of complaints	5,628
General conditions	16
Wheatless days	2
Beefless days	128
Hoarding	349
Combination sales	32
Advertising	79
Bread made without substitutes.....	454
Bread underweight	18
Bread returns	11
Serving more than 2 ounces of bread.....	48
Operating without license.....	59
Flour sales without cereals.....	459
Bakers selling flour	14
Glass in food	31
Failure to label foods.....	1,089
Manufacturing water ices	209
Sugar certificates	89
Miscellaneous	1,001
Priece:	
General	166
Meat	769

Prices — *Continued*

Fish	43	
Butter	68	
Sugar	57	
Bread	30	
Milk	173	
Eggs	51	
Flour	40	
Potatoes	8	
Ice	4	
Fruit	94	
Fowl	34	
		5,628
Subpoenas served	1,832	
Persons interviewed and examined.....	5,040	
Complaints assigned for Field Investigation.....	3,860	
Field Investigation completed	3,625	
Complaints handled by mail.....	2,962	
Complaints closed or referred for hearing.....	5,240	
Cautioned	2,001	
Co-operation offered	21	
Refund	18	
Practice discontinued	59	
Place of business closed.....	40	
Money contributed	232	
License revoked	2	
Miscellaneous	296	
Unfounded	2,328	
Referred to Health Department.....	38	
Referred to Police Department	4	
Referred to Bureau of Weights and Measures..	10	
Referred to other food administrators.....	152	
Referred to Secret Service	36	
Referred to Ice Comptroller	3	
		5,240

Standardization of Warehouse Charges

In the early summer, members of the Produce Exchange complained that certain warehouses were exacting extortionate rates for storage. Complaints were particularly directed against the Moore Street Stores, the Coastwise Warehouses, the 52d Street Stores and the Exporters' Warehouses. It developed that these warehouses were making charges which amounted to 60 cents per barrel of flour per month, that is, a rate of 10 cents per cwt. for storage, 10 cents for labor, and 10 cents for cartage. Inasmuch as the flour merchants are allowed a 75-cent margin only, such warehouse charges as these make business impossible. Although hearings were held on these charges, the Federal Food Board was not sufficiently well informed to decide whether or not there was any possible justification for such apparently extortionate rates. After a conference with some twenty of the most prominent warehousemen in the city, a committee of eight was appointed, representing the warehousemen and also the Produce Exchange, to act as an advisory committee of the Federal Food Board.¹⁵ A number of meetings were held and recommendations worked out which were presented to a national convention of the prominent warehousemen from all parts of the United States, who met in conference with representatives of the Food Administration in Washington on October 15, 1918. With the unanimous endorsement of this convention, the Federal Food Board announced a "standard basis for determining warehouse rates," which it declared to be its interpretation of the regulation of the United States Food Administration prohibiting any "unjust, exorbitant, unreasonable, discriminatory, or unfair warehouse charge."¹⁶ The maximum base rate for storage charges which will be deemed reasonable in New York and vicinity is 7.56 cents per square foot per month of floor space utilized in the warehouse. This rate of 7.56 cents is not a fixed rate or a rate which it is

¹⁵ Mr. Alan B. Fox, Director of the Bureau of Licenses of the Federal Food Board, acted as chairman of this committee and directed the investigations made by the Board with the committee's help.

¹⁶ Rule 1 of the regulations of the Food Administration governing the operation of warehouses. A copy of the "Standard Basis for Determining Warehouse Rates" can be secured from the Federal Food Board, 6 West 57th Street, New York City.

expected that every warehouse will charge, but is merely the highest base rate upon which a warehouse can fix its charges without incurring the risk of losing its license and its consequent right to do business.

Feed Regulations

The misrepresentation in the sale of mixed cattle feeds to the farmers of this State, which came to the attention of the Commission in the spring of 1918, as a result of a preliminary investigation made by the Albany office of the Commission, has been the subject of extensive investigation by the new Bureau of Animal Feedstuffs during the four months ending November 1, 1918.

This Bureau has developed regulations that will compel the feed manufacturer to state plainly on the bag the exact amount of any one of a long list of materials of low feeding value contained in this mixture. Samples were collected of the various mixed feeds on the market in New York State, and on examination many of these showed large proportions of such materials as oat hulls, mill sweepings, peanut shells, materials with comparatively little food value. From the names or the statements of chemical constituents of such feeds it was impossible for the farmer to tell what they really contained. The amount of carbohydrates and protein shown by chemical analysis of the feed furnished the farmer little basis for judging whether or not his cow could digest it. The Commission was at the outset impressed with the necessity of giving the farmer a chance to decide for himself the merits of any feed on the market on the basis of its known constituents. Numerous hearings and conferences were held with the feed manufacturers from all over the country who appeared in opposition to any new regulations, but never once was any satisfactory reason advanced why the farmer should be kept from knowing what he is buying.

The regulations recommended by the Bureau of Animal Feedstuffs to afford the necessary protection to the farmer were tentatively adopted by the Commission in August, to take effect September 16. The feed manufacturers all over the country who do business in New York State, raised a cry of protest and claimed

that it would be impossible for them to comply with the regulations by the date on which they were to take effect. In order to be perfectly fair, and in order to secure the co-operation of the manufacturers, if possible, the Commission held a public hearing in Syracuse for their benefit during the week of the State Fair. Their general attitude was that of opposition to any new regulations whatsoever. In sustaining this opposition as far as it applied to the proposed regulations, they argued that these regulations would be unenforceable because of the difficulty of determining by chemical or microscopical analysis the amount of any one of the commodities listed as adulterants. They were supported in this argument by several of the foremost experts on feed analysis in the country.

With the desire to perfect the regulations as far as possible, and because of the fact that there was pending in Congress at that time, legislation practically identical with the proposed regulations of the Commission, which would supersede these regulations if enacted, the Commission decided to defer the date on which they would go into effect and to hold further hearings and conferences in regard to them. An advisory committee consisting of Dr. W. H. Jordan of the Geneva Experimental Station, Professor E. S. Savage of the State College of Agriculture, officials of the State Grange, the County Farm Bureau Associations, and the Dairy-men's League, was appointed by the Commission to confer with and advise the Director of the Bureau of Animal Feedstuffs regarding any necessary revision of the regulations. After several conferences had been held with this committee and with representatives of the feed manufacturers, the manufacturers were given another hearing before a joint session of the Council of Farms and Markets and the State Food Commission. At this hearing only feed men from New York State were present, those from outside the State having telegraphed that they could not attend because the epidemic of influenza prevented their leaving their homes. In order that these manufacturers from outside the State might have full opportunity to present their objections to the regulations, the Council of Farms and Markets and the Food

Commission agreed to hold another joint session in Syracuse on November 13.¹⁷

At this hearing the entire situation was reviewed, certain modifications of the regulations were discussed and representatives of the manufacturers and of farmers' and dairymen's organizations were asked to present their views. There apparently was at that time some dissension of opinion among the feed manufacturers. Some of the manufacturers located in New York State seemed to have very little objection to the regulations while those from other parts of the country represented in the American Association of Feed Manufacturers, maintained their previous opposition to any new regulations.

Final action was not taken on the regulations until November 25, at which time the Council of Farms and Markets and the State Food Commission met again in joint session. The State Attorney-General gave it as his opinion that the Food Commission had full power to enact such regulations. Facts were presented regarding the methods of enforcing similar laws in the states of Indiana, North Carolina, Texas, Pennsylvania, Wisconsin, Oregon and Washington. The Bureau of Chemistry of the United States Department of Agriculture assured the Commission of its hearty co-operation in the enforcement of the regulations, and gave official opinion to the effect that the enforcement of regulations requiring a statement on the package of the amount of various commodities of low food value in a mixed feed was entirely possible. With the technical and legal objections largely removed, the Food Commission and the Council of Farms and Markets felt that the regulations could be put into effect, and a revised draft of them was formally adopted by the Commission to take effect January 15, 1919.

They do not prohibit the use of such materials as peanut shells or oat hulls in mixed feeds but they give the farmer a chance to know when he is buying peanut shells or oat hulls, and to decide for himself whether he wants to pay the price of a high grade

¹⁷ Although this supplemental report is supposed to cover only the four months ending November 1, 1918, an exception is made in this case in order that a full account may be given of the action of the Commission on these feed regulations.

feed for a mixture containing any considerable percent of such material.

They list the materials of low feeding value which have been used in the manufacture of concentrated commercial feeding stuffs, and require each package or container of feeding stuff, offered for sale in New York State, to have plainly printed on it or on a label or tag attached to it, the amount of such materials contained therein. Each package or container of a concentrated commercial feeding stuff offered for sale in the State, containing one or more of the materials listed, in which the maximum crude fiber content of such feeding stuff is 10 per cent or more, or the minimum crude protein content is 9 per cent, or less, shall have attached to it a yellow tag on which is printed in red ink the required statement as to the amount of such materials of low feeding value. Whenever a commercial feeding stuff is sold in bulk, or is mixed to order, the dealer or manufacturer is required to give to the purchaser a written statement of the content of the listed materials. By-product feeds such as hominy feed, gluten feed, wheat bran, cotton seed meal and brewers' dried grains are specifically excepted from classification as adulterants or diluents, and exemption is made in case one of the listed materials is a natural constituent of a pure meal used as a component part of the feed. It may be that some of these products whose feeding value is very little, can be used to advantage in small quantities in connection with other feedstuffs. In order to be certain about the value of any patent feed containing such products, the farmer should call upon the agricultural institutions of the State to furnish him scientific information.

The effectiveness of the regulations depends very largely on the extent to which the farmers themselves throughout the State co-operate in their enforcement. If each farmer constitutes himself an enforcing agent and refuses to buy any feed that does not comply with these provisions and does not state clearly the amount of each ingredient it contains of low feed value, more will be accomplished than by the use of an enormous staff of inspectors. In fact there is nothing to prevent the complete wiping out by the farmers themselves of the present condition of misrepresentation, with the aid of these regulations as enacted. On several

occasions during the course of our hearing, men connected with the Commission or the Council of Farms and Markets have advised the manufacturers that the successful feed manufacturer of the future is going to be the one that tells plainly on the bag of feed just what it contains and places his feed on the market on the merits of its known ingredients.

If these regulations are to be of lasting benefit they should be made a part of the law of the State during the next session of the Legislature, or the permanent Department of Farms and Markets should be given power to enact them. Unless this is done the termination of the existence of the Food Commission, which is purely a war emergency department, after peace is legally established, will leave the farmers again without any protection from the misrepresentation in the sale of feedstuffs, from which he has suffered so much in the past.

FINANCIAL STATEMENT

NEW YORK STATE FOOD COMMISSION

OCTOBER 31, 1918

Statement Showing Condition of Appropriation

Balance of appropriation on hand July 1, 1918..	\$951,797 08
Expenditures from July 1, 1918, to November 1, 1918.	227,267 08
Balance on hand November 1, 1918.....	\$724,530 00

Moneys Deposited for Use of Food Commission

The following moneys were on deposit November 1, 1918, in the National Commercial Bank of Albany, N. Y., subject to the check of the President of the New York State Food Commission:

General account, November 1, 1918.....	\$27,732 01
Farm labor (transportation).....	5,692 31
Farm machinery and repairs.....	6,765 45
	\$34,189 77

Total Amount of Money Available to Food Commission Nov. 1, 1918

Balance of appropriation on hand November 1, 1918.	\$724,530 00
Balance in National Commercial Bank.....	34,189 77
Grand total	\$758,719 77

Distribution of Expenditures from July 1, 1918 to Nov. 1, 1918

Albany office	\$18,347 63
New York office.....	67,438 18
New York Conservation.....	13,217 95
Up-State Conservation	15,394 84
Production.	92,433 64
Food Council of Greater New York.....	2,333 84
Boys' Working Reserve.....	13,773 48
Agricultural Census Bills.....	76 30
Farm Bureau expenses for placing farm labor....	2,457 86
State Fair Exhibits.....	1,387 71
Old Food Supply Commission Bills.....	405 65
Total.	\$227,267 08

